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ABSTRACT

This is the second report concerning how Comprehensive Employment and Training Act (CETA) sponsors implemented two programs under the Youth Employment and Demonstration Projects Act (YEDPA), specifically the Youth Community Conservation Improvement Projects (YCCIP) and Youth Employment and Training Program (YETP). The report is based on studies by observers of 37 CETA sponsors during January-May, 1978. Part 1 of the report presents an overview drawing together the findings from the local analysts' case studies. The case studies make up Part 2. Principal findings of the study are the following: (1) the rapid implementation of YEDPA was a major accomplishment: (2) although the YEDPA emphasis on knowledge development resulted in more local evaluation, little productive data have been generated: (3) work experience should be coupled with teaching basic work habits and their importance: (4) youth advisory councils are not effective in increasing youth participation: (5) sponsors concentrated on the economically disadvantaged: (6) YEDPA resources were substituting in some cases for funds from other youth programs: (7) community-based organizations were "thoroughly involved" in the youth program delivery: (8) links with local education agencies were poor but promising: and (9) the private sector and unions were rarely involved in sponsor initiatives. (KC)

YOUTH KNOWLEDGE DEVELOPMENT REPORT

PROGRAM EVALUATION
The Unfolding Youth Initiatives

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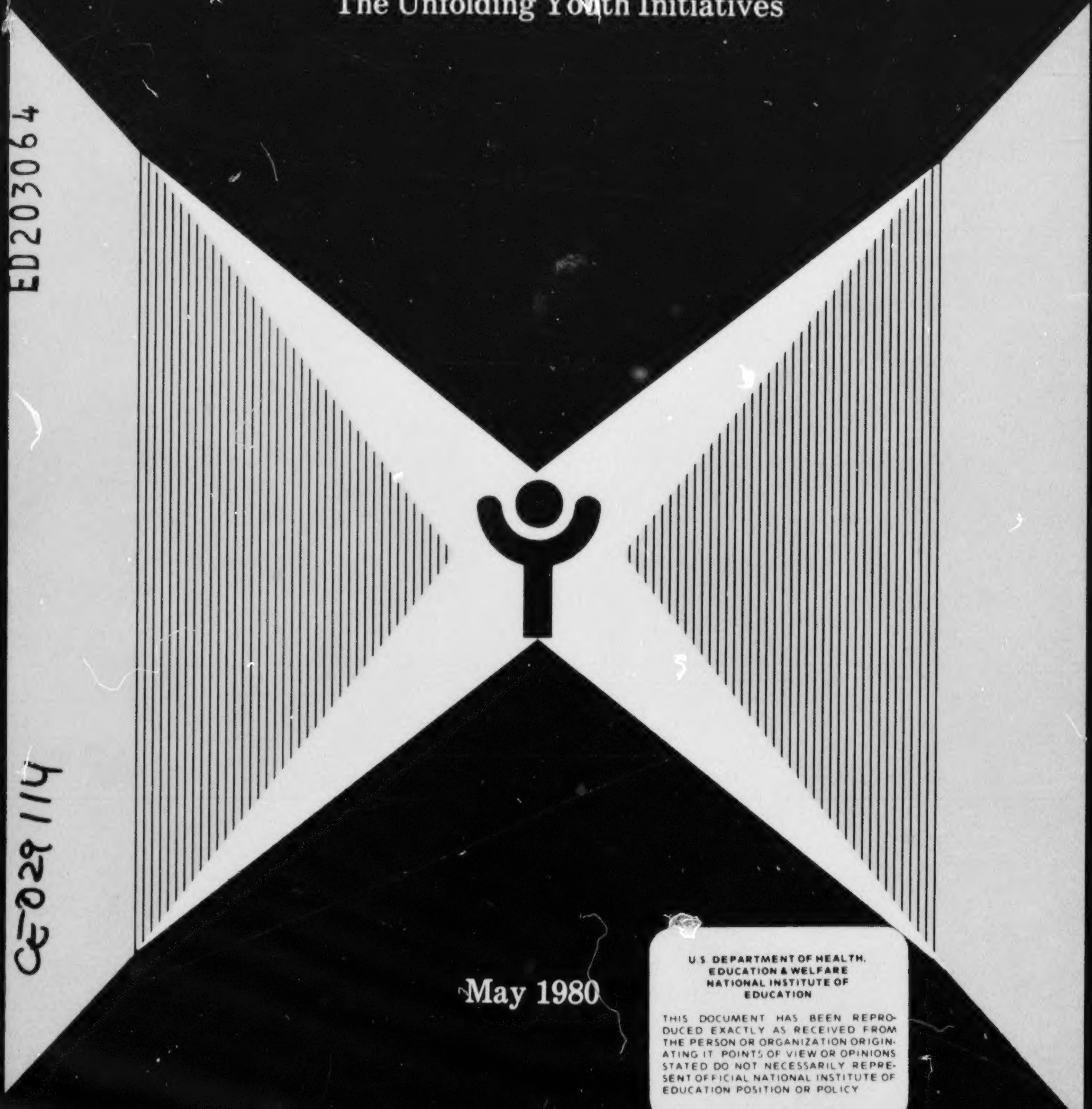

May 1980

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YOUTH KNOWLEDGE DEVELOPMENT REPORT 3.14

THE UNFOLDING YOUTH INITIATIVES

National Council on Employment Policy

May 1980

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OVERVIEW

The Youth Employment and Demonstration Projects Act introduced four new programs intended to expand and improve the quality of youth employment and training activities. The desired improvements included greater involvement of community based groups, unions and the private sector in delivery of services, more structured and supervised work experience enriched by counseling, occupational information and other support and increased coordination with the education system.

The employment and training system charged with the expansion and improvement of local youth services consists of more than 470 State and local units of government or prime sponsors which are granted funds through ten regional offices of the Department of Labor, within parameters established in regulations and policy guidances issued by the Office of Youth Programs in the Employment and Training Administration. The prime sponsors vary greatly in their economic conditions, capacities, interests and perspectives. The regional offices of the Department also have decisionmaking latitude within the nationally established parameters. This flexibility is intended to permit adaptation to varing local and regional conditions. The performance of the employment and training system in achieving its mandate is thus the aggregation of varying developments in different areas facing different conditions, as well as the cumulative reflection of a number of decisionmakers at all levels.

This is the second report by the National Council on Employment Policy on how CETA sponsors implemented two programs under the new Youth Act, specifically the Youth Community Conservation and Improvement Projects (YCCIP) and Youth Employment and Training Program (YETP).

The report is based on studies by 10 local observers of 37 CETA sponsors in the period between January and May 1978, when actual enrollments had gotten underway, As of June 1978, the end period covered by this assessment some 17,400 youth were enrolled in YCCIP and about 164,000 in YETP,

Part one of the report presents an "overview" drawing together the findings from the local analysts" case studies, which are presented in Part Two. In brief, principal findings are that:

(1) "Given the scale and complexity of the new youth programs, the pace of YEDPA implementation represents a major accomplishment", although the rapid expansion "was not achieved without a great deal of stress", particularly as sponsors were also trying to complete the PSE expansion.

(2) The Youth Act's emphasis on "knowledge development" efforts by sponsors led to more local evaluation, research and demonstration activities. However, "the prospects for getting useful intelligence out of this round of programs are not very good. There are methodological inadequacies and, more importantly, competing priorities that ... limit the impact of the initiatives".

(3) On the quality of work experience, sponsors gave more emphasis than in the past to supervision, monitoring of worksites, and nonwork support or "enrichment" services. Some made arrangements for academic credit for the work experience, but most were still encountering problems or resistance on this.

The idea of "career-related jobs is proving to be impractical". Youth generally have not thought about career plans, have unrealistic plans and only vague notions about work, or have plans that do not fit the jobs available. Vocational exploration classes and counseling seem to be more effective mechanisms for providing exposure to career options. "The strategy that is emerging is one of using work experience together with vocational exploration programs as a vehicle for starting youths in the process of thinking about future work and careers.

The report urges priority for work experience "that teaches, at a minimum, basic work habits and the importance of those habits" and more attention to developing of jobs in which some learning is transferable to future private employment.

(4) Youth advisory councils "appear to be a poor vehicle for increasing youth participation" in sponsor activities. The councils were often figureheads and youths on them were usually not active. Some sponsors experimented with other types of methods to generate involvement and feedback from youth, with some success.

(5) Sponsors consistently concentrated on the economically disadvantaged, tending to enroll those most in need, although there was some interest in broadening selection to avoid the stigma of a "poverty" program. There was underenrollment of females in YCCIP projects, where enrollment typically was fewer than 1 female for every 3 males.

(6) Substitution of YEDPA resources for CETA Title I resources was not a serious problem at the outset. There was, rather, considerable use of other program resources to enrich the youth initiatives. However, there are indications that YEDPA resources were substituting in some cases for funds from non-CETA youth programs.

(7) Community based organizations were "thoroughly involved" in the youth program delivery. There appeared to be no systematic differences between effectiveness of CBO performance and that of other delivery organizations, so that the main effect of the YEDPA emphasis on use of CBOs was to broaden the base of local organization participation.

(8) On links with local education agencies (LEA), the "progress to date, and the potential for further progress, is encouraging", but there were common problems in negotiating joint efforts: distrust, differences in standards, perspectives, and organizational objectives, and difficulties in synchronizing the YEDPA program year and the LEAs' school year.

(9) On ties to the private sector, there was generally limited private industry response to sponsor initiatives, although there was scattered evidence of some genuine contact and action. Also, with a few exceptions, unions remained only peripherally involved.

This volume is one of the products of the "knowledge development" effort implemented under the mandate of the Youth Employment and Demonstration Projects Act of 1977. The knowledge development effort consists of hundreds of separate research, evaluation and demonstration activities which will result in literally thousands of written products. The activities have been structured from the outset so that each is self-standing but also interrelated with a host of other activities. The framework is presented in _A Knowledge Development Plan for the Youth Employment and Demonstration Projects Act of 1977_, _A Knowledge Development Plan for the Youth Initiatives Fiscal 1979_, and _Completing the Youth Agenda: A Plan for Knowledge Development, Dissemination and Application in Fiscal 1980_.

Information is available or will be coming available from the various knowledge development activities to help resolve an almost limitless array of issues, but answers to policy questions will usually require integration and synthesis from a number of separate products, which, in turn, will depend on knowledge and availability of these products. A major shortcoming of past research, evaluation and demonstration activity has been the failure to organize and disseminate the products adequately to assure the full exploitation of the findings. The magnitude and structure of the youth knowledge development effort puts a premium on organization and dissemination.

As part of its knowledge development mandate, therefore, the Office of Youth Programs of the Department of Labor will organize, publish and disseminate the written products of all major research, evaluation and demonstration activities supported directly by or mounted in conjunction with the knowledge development effort. Some of the same products may also be published and disseminated through other channels, but they will be included in the structured series of Youth Knowledge Development Reports in order to facilitate access and integration.

The Youth Knowledge Development Reports, of which this is one, are divided into twelve broad categories:

1. Knowledge Development Framework: The products in this category are concerned with the structure of knowledge development activities, the assessment methodologies which are employed, validation of measurement instruments, the translation of knowledge into policy, and the strategy for disseminating findings.

2. Research on Youth Employment and Employability Development: The products in this category represent analyses of existing data, presentation of findings from new data sources, special studies on dimensions of youth labor market problems and policy analyses.

3. Program Evaluations: The products in this category include impact, process and benefit-cost evaluations of youth programs including the Summer Youth Employment Program, Job Corps, the Young Adult Conservation Corps, Youth Employment and Training Programs, Youth Community Conservation and Improvement Projects, and the Targeted Jobs Tax Credit.

4. Service and Participant Mix: The evaluations and demonstrations summarized in this category concern the matching of different types of youth with different service combinations. This involves experiments with work vs. work plus remediation vs. straight remediation as treatment options. It also includes attempts to mix disadvantaged and more affluent participants, as well as youth with older workers.

5. Education and Training Approaches: The products in this category present the findings of structured experiments to test the impact and effectiveness of various education and vocational training approaches including specific education methodologies for the disadvantaged, alternative education approaches and advanced career training.

6. Pre-Employment and Transition Services: The products in this category present the findings of structured experiments to test the impact and effectiveness of school-to-work transition activities, vocational exploration, job-search assistance and other efforts to better prepare youth for labor market success.

7. Youth Work Experience: The products in this category address the organization of work activities, their output, productive roles for youth and the impacts of various employment approaches.

8. Implementation Issues: This category includes cross-cutting analyses of the practical lessons concerning "how-to-do-it." Issues such as learning curves, replication processes and programmatic "batting averages" will be addressed under this category, as well as the comparative advantages of alternative delivery agents.

9. Design and Organizational Alternatives: The products in this category represent assessments of demonstrations of alternative program and delivery arrangements such as consolidation, year-round preparation for summer programming, the use of incentives and multiyear tracking of individuals.

10. Special Needs Groups: The products in this category present findings on the special problems of and adaptations needed for significant segments including minorities, young mothers, troubled youth, Indochinese refugees and the handicapped.

11. Innovative Approaches: The products in this category present the findings of those activities designed to explore new approaches. The subjects covered include the Youth Incentive Entitlement Pilot Projects, private sector initiatives, the national youth service experiment, and energy initiatives in weatherization, low-head hydroelectric dam restoration and windpower generation.

12. Institutional Linkages: The products in this category will include studies of institutional arrangements and linkages as well as assessments of demonstration activities to encourage such linkages with education, volunteer groups, drug abuse agencies and the like.

In each of these knowledge development categories, there will be a range of discrete demonstration, research and evaluation activities focused on different policy, program and analytical issues. For instance, all experimental demonstration projects have both process and impact evaluations, frequently undertaken by different evaluation agents. Findings will be published as they become available so that there will usually be a series of reports as evidence accumulates. To organize these products, each publication is classified in one of the twelve broad knowledge development categories, described in terms of the more specific issue, activity or cluster of activities to which it is addressed, with an identifier of the product and what it represents relative to other products in the demonstration. Hence, the multiple products under a knowledge development activity are closely interrelated and the activities in each broad cluster have significant interconnections.

This report by the National Council on Employment Policy is the second of four reports which include: Initial Youth Employment and Demonstration Projects Act (YEDPA) Experience at the Local Level, The Local Focus on Youth and Youth and the Local Employment Agenda.

While the final report summarizes much of the information in the first three volumes, the complete set of studies provides a fuller picture of the process of implementation and then stabilization of these new prime sponsor programs. Other reports in the **"program evaluations"** category provide further perspective on the effectiveness of prime sponsors in implementing these programs. Basic data are provided in the report from the Continuous Longitudinal Manpower Survey, Characteristics of Enrollees Under Age 22 Who Entered CETA Programs During Fiscal Year 1978. Office of Youth Programs assessments of the YETP and YCCIP experience are provided in Youth Initiatives and A Foundation for the 1980s.

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A SUMMARY ASSESSMENT

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July 1978

THE NATIONAL PICTURE

The Youth Employment and Demonstration Projects Act was enacted to serve a number of ambitious goals, including institutional change and sound experimentation. But perhaps the most persuasive reason for passing YEDPA was the interest in reducing unemployment among youth, among minority youth in particular. Once YEDPA became law, there was a strong national pressure for creating a great number of employment and training opportunities over a relatively brief period of time.

Given the scale and complexity of the new youth programs, the pace of YEDPA implementation represents a major accomplishment. Between December 1977 and June 1978, 225,000 employment and training positions have been created for youth under YEDPA; 20,700 under the Young Adult Conservation Corps, 19,200 under the Youth Incentive Entitlement Pilot Projects, 163,900 under the Youth Employment and Training Programs' formula funded efforts, 17,400 under Youth Conservation and Improvement Projects' regular programs, and an estimated 4,000 with discretionary YETP and YCCIP money. The job creation effort already comes close to equalling in numbers, and will soon exceed the two and one-half year build up of in-school and out-of-school Neighborhood Youth Corps activities in the 1960s.

This rapid expansion was not achieved without a great deal of stress, particularly for prime sponsors trying to complete the public service employment expansion. The internal complexity of YETP and YCCIP, and the interfaces that they mandate between prime sponsors and other local institutions, exacerbated the inherent difficulties of program implementation. Prime sponsors experienced delays in getting local plans completed and approved. The process of negotiating agreements with local education agencies was frequently a protracted one.

Table 1

End of Month Enrollments for YEDPA
(does not include enrollments in projects funded
with YCCIP and YETP discretionary funds)

Month (1978)	Jan.	Feb.	March	April	May	June
YETP	18,917	50,014	88,771	122,928	154,635	163,900
YCCIP	1,807	5,569	10,645	12,073	15,251	17,400
YIEPP	INA	INA	8,712	15,566	22,000	19,200
YACC	8,159	9,598	11,409	12,851	16,540	20,700
TOTAL	INA	INA	119,537	163,418	208,426	221,200

Some prime sponsors met the December start up date originally set by the Department of Labor. But although overall program enrollment has lagged by those early ambitious standards, enrollment should be considered good by any other standards. It might be considered ideal, in light of recent shifts in national policy which deemphasize spending on employment and training programs for youth.

Because many prime sponsors did not begin implementation until late winter, end of quarter enrollments recorded on March 31st were low, for YETP especially. They were 69 percent of plan for YCCIP and 53 percent of plan for YETP. But the apparent poor showing is mitigated when the basis for the planned enrollments is considered.

YEDPA was authorized for one year when it was enacted in August, 1977. It was funded initially for $1 billion, as part of President Carter's economic stimulus package. A supplemental appropriation of $500 million was anticipated, and so enrollment projections were based on spending a total of $1.5 billion by the end of fiscal 1978, which could then be maintained in fiscal 1979.

However, in the face of national unemployment edging downwards, prime sponsor delays in implementing YEDPA, and the almost certain extension of the youth programs beyond September, the $500 million supplemental appropriation was never made. But prime sponsors were instructed to retain their enrollment plans, using money saved by slow implementation to build enrollments in the latter part of the year.

In the period from March 31st to April 30th, prime sponsors continued their build-up. By the end of April, they were 71 percent of plan for both YCCIP and YETP. But by then, many prime sponsors were expressing concern over funding beyond September 30, 1978.

Late in the spring, the Department of Labor, reacting to budget revisions for fiscal 1979, reversed its emphasis on pushing prime sponsors to spend all their funds in fiscal 1978. Since then, the Office of Youth Programs has advised the Department of Labor regional offices to revise downward overall prime sponsor spending to 73 percent of the fiscal 1978 allocations. Enrollment targets reflecting this recent development have not been formulated yet. But, although actual enrollments were far short of planned enrollments, prime sponsors reacted quickly. In June, the YCCIP and YETP enrollment increases were less than a fifth of the May increases.

Field work for this interim report was cut off before prime sponsors had reacted to the mandate for a lower spending level. Consequently, the material that follows does not report on the adjustments individual sponsors made. It is impossible to say whether the sudden drop in enrollment growth is due to policy changes or to a natural leveling off process that occurred as prime sponsors approached their targets. In fact, it appears that the impacts of this on-again, off-again approach were probably minimized because enrollments in most prime sponsor areas were below plan. Early pressure was needed to get them to the 73 percent spending level. Certainly, however, the mixed signals have not contributed to orderly planning. The case studies do report on how particular prime sponsors reacted to earlier DOL directives, and the shape that local activities have taken so far.

EXPERIENCE AT THE LOCAL LEVEL

A natural point of interest in evaluating the implementation of any decentralized program is the way in which national policy is filtered and interpreted, and how it finally fleshes out at the local level. For a program such as YEDPA, with complex provisions and diverse objectives, this concern is a central one.

Many observers at both the national and local level, argue that YEDPA represents, in fact, a retrenchment from the original goal of the CETA system: decentralized and decategorized policy formulation and program delivery. Critics see YEDPA as a categorical, special purpose program that preempts the prime sponsor decisionmaking role with respect to youth policy, and erodes their decisionmaking authority with respect to local manpower programming in general.

The harshest criticism, notwithstanding, prime sponsors can still exercise a large degree of discretion as they implement and operate the new youth initiatives. Although many of the YEDPA goals promulgated from the national level are quite specific, prime sponsors have a good deal of latitude in how they approach these goals.

Last August, the Department of Labor's Office of Youth Programs distributed A Planning Charter for the Youth Employment and Demonstration Projects Act. In the charter, the Office laid out general principles. They are the goals and priorities that were intended to serve as a guide to national and local policymakers with responsibilities for implementing the new Act.

The principles present convenient reference points for evaluating prime sponsor progress. The case studies analyze prime sponsor experience in terms of the primary areas of concern (some principles were consolidated). They are: knowledge development, the quality of work experience, youth participation, targeting, substitution, coordination of services, the role of community-based organizations, and institutional change.

Knowledge Development

One of the central emphases of the Youth Employment and Demonstration Projects Act is on learning: about the nature of youth employment problems, and about the effectiveness of different strategies for dealing with those problems. The hope is that a few years' worth of well-documented experiments will prove a useful investment, yielding more effective programs in the long run.

There is a dual focus to the YEDPA learning exercise, or "knowledge development:" a national focus and a local focus. At the national level, the Office of Youth Programs in the Department of Labor, is supporting a series of demonstration and research projects funded with discretionary funds. A few prime sponsors have been selected to operate highly structured pilot projects testing the effect of guaranteed jobs on drop-out rates and youth employment behavior. Other demonstration projects are being funded to test the relative effectiveness of different program deliverers, different ways of linking prime sponsors with local schools, and with private sector employers. This is the most comprehensive array of structured demonstration, evaluation and research activities ever undertaken in connection with the development of employment and training policy.

The other aspect of knowledge development activities, of particular interest for the purposes of this report, is the evaluation, research and demonstration work all prime sponsors are expected to carry on in implementing their youth programs. It is hoped that these initiatives will provide CETA operators with immediately relevant lessons on how to deal with youth employment problems in their respective areas. It is also hoped that they will provide a base of experience and expertise that will subsequently be helpful in replicating and applying the lessons learned from national experiments.

The first round of case studies looked at prime sponsor operations through early January. In that first round, it was evident that prime sponsors were confused by the knowledge development mandate since such activities had not been stressed under previous CETA programs. Prime sponsors greeted it with a healthy degree of skepticism, attaching a variety of definitions to the concept, and pursuing it in a number of ways. Some saw "knowledge development" as a new buzz word for describing evaluation work they had been doing all along. Others saw it as dictating experimental programs featuring rigorous research designs. A few prime sponsors did nothing. However, most accepted the call for knowledge development, although somewhat tentatively, and attempted to do something.

Experience Since January

The uncertainty over knowledge development and the shortage of time for implementing knowledge development plans, that the field evaluators found in the planning and early implementation stage, has carried through into the early months of operation. A shortage of time forced prime sponsors to give short shrift to all but the most necessary considerations. The lack of guidance caused some local administrators to delay action even more, as they tried to get further clarification from regional offices. As a result of all the start-up pressures and initial confusion, the prospects for getting useful intelligence out of this round of programs are not very good. There are methodological inadequacies and, more importantly, competing priorities that may limit the investment in knowledge development projects and limit the impact of the initiatives.

It appears that, at a minimum, prime sponsors welcome what they see to be a new emphasis on quality, and want to give more attention to the effect of what they are doing. The effort has increased attention to qualitative issues and shows signs of opening the door to greater innovation. But there is still the proverbial gulf between hopes and reality. The actual steps that prime sponsors are taking to implement knowledge development strategies are still uncertain. Most have responded with some isolated plans; a few are implementing comprehensive strategies. But the overall tendency has been to respond to what local administrators think DOL wants to hear. Prime sponsors have become accustomed to careful directions from Washington, and many did not know how to handle the opportunity for local creativity. Few plans reflect a real concern at the local level for looking at the impact of the programs because the process of implementation has required too much attention on the front end. However, much more is being done in the knowledge development area, than would have been done in the absence of the mandate. Many prime sponsors appear to be closer to recognizing the usefulness of knowledge development for their own purposes. Once that hurdle is crossed, there may be some substantive progress towards developing local research and evaluation capabilities.

Knowledge development activities fall into three issue areas: program management, program components, and program impact. Two prime sponsors have knowledge development activities geared to improving program management. Portland is introducing a performance contracting system in which contractors must establish performance goals. This is hoped to improve the prime sponsor's managerial control over contractors, and provide information that can be used in the planning process. Chicago is expected to continue its established practice of feeding evaluation information on program performance into the planning process. It is not clear in the case of either Chicago or Portland that the net impact of the YEDPA emphasis on knowledge development is appreciable. Portland had already given high priority to establishing accountability goals before YEDPA. The youth legislation did, however, provide the nudge to get things moving, with a mandate and money. Chicago's process of feeding evaluation results into planning is nothing new. But it does mean that where youth research and evaluation work bears fruit, there will be a channel available for incorporating those findings into policy.

The frequent response to the knowledge development mandate has been to look at a number of "process" issues. Prime sponsors are laying out designs for examining the feasibility of several innovative program components. The Muskegon Opportunities Industrialization Center, a Muskegon community-based organization, is testing the abilities of enrollees and attempting to place exceptional youths directly in unsubsidized employment, instead of placing them in regular program activities. Kitsap County is hoping to assess the effect on work quality that individualized learning plans and closer cooperation with employers may have. The Muskegon prime sponsor is trying to find out how well paraprofessionals can substitute for professionals as counselors and job coaches. DeKalb County is trying to find ways of reducing drop-out rates and improving placements for a clerical training program. The Connecticut Balance of State prime sponsor tried to test a cash incentive system for reducing absenteeism and turnover among enrollees in one program. However, the DOL regional office rejected the idea. Now, the main thrust of the balance of their knowledge development work, like Waterbury's, is to monitor performance through the existing management information system.

Prime sponsors are aggressively pushing fairly sophisticated impact studies. They are attempting to utilize pre-program and post-program observations of experimental groups and control groups, frequently relying on outside consultants to provide technical assistance, or to actually manage these projects. In Lane County, the University of Oregon is under contract to run a project pairing mentally retarded and non-retarded youth in a work experience situation. The Oregon Balance of State prime sponsor is conducting a mixed income test to see whether income eligible and income non-eligible youth (permitted under the YETP 10 percent set-aside) benefit to different degrees from the same program. The Coastal Bend Consortium is comparing the work performance and academic achievements of economically disadvantaged youth to that of non-disadvantaged youth. Sonoma, sponsoring one of the most sophisticated projects, is analyzing five local firms to see what overtime work could be converted to entry level slots for youth, and to assess the cost of that conversion. If overtime work can be converted to new jobs on a practical basis, and if local workers can be persuaded to forego some overtime, the prime sponsor hopes to establish a job creation program underwriting conversion costs to local firms. Lansing wants to analyze the difference between the effectiveness of traditional work experience and the YCCIP project approach. Evaluators there want to examine placements into unsubsidized employment, the kind of jobs youths go into, retention in those jobs, wages, and the effect on in-school attendance. Under YETP they are taking advantage of the mixed income option.

Rockford has the most comprehensive knowledge development activity, consisting of a research design that embraces all YEDPA activities and participants. To plan for knowledge development, administrators brought in a planning team and hired a consultant. Together they assembled a manual, describing the sponsor's knowledge development goals in detail. It is used for instructing all program operators on how they are to incorporate their activities into the overall scheme. The attitude of the youth program director there is not to set arbitrary performance targets, but, rather, to closely monitor performance and diagnose the mechanics of successes and failures. All the programs are seen to be experimental. On a more modest level, Grand Rapids, Lansing and Muskegon will be administering questionnaires as youths complete the programs. The questionnaires are intended to measure attitudinal and behavioral changes in the program participants.

The widespread interest in undertaking knowledge development work belies the faulty design associated with many of the projects, the obstacles that prime sponsors are encountering, and the misgivings that many have about the concept of knowledge development. For instance, the Lane County project pairing retarded and non-retarded youth was originally designed as an experiment that would include youths above the income cut-off. But the regional office rejected the proposal because it did not meet DOL-established guidelines. The project is now of questionable value because the prime sponsor cannot locate enough income eligible youths who are retarded. The Oregon Balance of State sponsor did manage to win approval for a mixed income project. However, prime sponsor administrators admit that whatever the findings are, they will be of only limited utility, because the sponsor is testing variables over which administrators have little control. However, the project is expected to be useful in testing the feasibility of performing impact studies in the highly decentralized balance of state operations.

Many local evaluators, slavishly devoted to the formalities of rigorous social experimentation, are frequently testing, what may be inappropriate hypotheses. When, or if answers are forthcoming, they may not be useable in formulating policy. Even if they are useable, it is not clear that the answers are valid and reliable. Control groups are frequently being set up with, what appears to be, too little concern for comparability. Experimental groups, especially for the mixed income projects, are too small to yield statistically significant results. Frequently, the value of using pre-tests and post-tests, is washed out when evaluators give too little attention to how trustworthy instruments like test scores or enrollee records may be.

Prime sponsor interest is necessary, but it is not sufficient for getting knowledge development activities off the ground. Local evaluators have encountered obstacles blocking their way. The most pervasive is simply a lack of resources to devote to knowledge development. Confronted with the choice between maximum services now, or less service now in return for the presumably better service later, the pressure of local interest groups for maximum services is nearly irresistible. This was well-documented in the planning phase, and is still in evidence. Other factors stand in the way, too. In Durham-Orange, local administrators were not able to implement a sophisticated experiment using a control group and experimental group to test the effect of work experience on drop-out rates and school achievement. Program operation has taken too much time, and administrators decided the design was too sophisticated for them. In Chicago, the manpower agency has a computerized management information system which could be used for analyzing data that the prime sponsor has been recording from past programs, and is being used to record data from YEDPA. But there is a great deal of uncertainty now, about which variables ought to be measured and recorded. In spite of their extensive records and in spite of the presence of an evaluation office, administrators still feel the need for some outside assistance on evaluation design. In Atlanta, despite the ready availability of employment service records and YCCIP and YETP data, little analysis is expected because of time pressures. The Grand Rapids Public Schools, involved extensively with the consortium's efforts under YEDPA, will also have extensive youth data in its automated information system; but because of higher priorities within the school systems, the data analysis projects may be bumped. Early plans in Hartford called for using YCCIP allocations in a program to test the effectiveness of a labor intensive project awarding academic credit in encouraging youths to return to school. When school credit could not be arranged, the project was dropped.

Prime sponsors did not take kindly to knowledge development when the concept was first presented. Now that they are making an effort to do something with it, they still have misgivings. In San Francisco, evaluators recalled the lessons of the early 1960s when they found how hard it was to link research and action programs. The youth director in Oakland, a former demonstration project director, and the Marin County program administrator both questioned the wisdom of "using politically vulnerable CETA prime sponsors as research agents." (John Walsh, Page J-7). The deputy director of the Atlanta CETA office questioned whether the counteryclical objectives of YEDPA and the knowledge development mandate were compatible. He argued that "fewer approaches and greater investment per slot would have permitted more informed knowledge development ...." (Gretchen Maclachlan, Page D-2). But such a strategy would undermine the job creation impact of the youth initiatives.

Knowledge development continues to pose problems for many prime sponsors, and apparently for some regional offices. There has been confusion stemming, in part, from the lack of clear directions, but also from the non-traditional emphasis on local experimentation and evaluation. The lack of time has been a critical impediment to careful planning.

In most of the prime sponsorships, however, the mandate is producing some sincere attempts at discovering what really works in serving youths. There is a healthy diversity in the plans. It is apparent that most of them are not prepackaged exercises, and do reflect local initiative. However, because of the difficulties associated with the first year's experience, many knowledge development projects will fall short of achieving the ambitious goals that certain sponsors have set. It will be important, therefore, to monitor the local response in the second year of YEDPA, to see whether evaluators throw in the towel, or try to reshape their plans, better adapting them to serving their own needs and adopting more realistic goals.

The Quality of Work Experience Under YEDPA

One of the acknowledged shortcomings of past youth programs has been the low quality of work experience. Poor supervision, unstructured work assignments, and nonaccountability have contributed to youth jobs that have left program enrollees no more skilled, and no wiser to the world of work than when they started. The jobs were frequently nothing more than make-work and income transfer programs.

Sponsors of the Youth Employment and Demonstration Projects Act recognized some of the shortcomings of earlier youth programs. The Act puts a strong accent on correcting past faults and creating employment and training programs for young adults that contribute in significant and positive ways to their development. The Act states specifically that its purpose is "... to provide youth ... with opportunities to learn and earn that will lead to employment opportunities after they completed the program."

The Department of Labor, in trying to carry through on that mandate, has promulgated regulations and technical assistance documents to steer prime sponsors towards providing adequate supervision, towards monitoring program activities and worksites, and towards making every effort to place youths in jobs related to their career interests.

As the programs have fleshed out, prime sponsors have debated the issue of what makes a quality job, or what makes a quality employment and training experience. Different formulas have evolved in the course of these debates. Some common ingredients persist, though. They consistently come up as considerations in any judgments about work values. One is the attitude that prime sponsors have towards job quality. Another is the nature of auxillary services for work experience enrollees.

Prime sponsors are giving special attention to job quality, and are trying a variety of mechanisms for achieving it, and assuring that an emphasis is kept focused on it. These include placing a greater stress on providing adequate supervision, documenting competencies and providing academic credit. These approaches appear to be having mixed impacts on the jobs. Some of them are also proving to be difficult tactics to adopt. Sponsors are also making consistent efforts to provide career exploration, guidance, and other support services off the job sites.

In the final analysis, the youth participants are the key reference point in analyzing job quality. Observations made from that perspective indicate that some rethinking on this crucial matter may be in order, both to redefine what is meant by "quality" jobs, and to reexplore approaches to assuring quality jobs.

The Prime Sponsor Emphasis on Quality

The starting point in implementing a national jobs and training program for youth, was to instill in prime sponsors the emphasis on quality. That simple stress appears to have been lacking before, or at least suffered low priority treatment at the prime sponsor level. This conclusion is based on the reception given the mandate for quality. One researcher noted "... that prime sponsors are not only aware that YEDPA emphasizes improvements in job quality, but they are also highly supportive of the focus on quality job creation." (Bonnie Snedeker, Page I-3). Another evaluation identified the spirit of a "new effort" in the YEDPA programs. /emphasis added/ (R. C. Smith, Page H-3).

Prime sponsors, adopting the emphasis on quality, are transmitting the message in a variety of ways. Many of them have gotten the message through to the contractors that "YETP and YCCIP are programs intended to provide youth with work experience, where relevant to program activities, for the purpose of career development and enhancement rather than simply with glorified income maintenance." (Peter Kobrak, Page C-12). The countercyclical goal of fast job creation has been sooner sacrificed, than the goal of creating quality jobs. Although it is difficult to define or measure the quality of the jobs which have resulted, there has been no lack of effort in improving quality. For a YCCIP program in Hartford, CETA professionals are auditing worksites to see that training is being done. Enrollees are being tested for skill development. The Greene County CETA staff visited the Employment Service to locate good supervisors; the Employment Service, in a spirit of cooperation, is providing the supervisors with training. Sonoma, Santa Clara, San Francisco, Oakland, and Marin County are all carefully monitoring worksites, observing work, and interviewing enrollees and supervisors alike.

A constant eye over the shoulder may guarantee that there is a concern for quality, but it takes specific program features to translate the concern into actual results. One of the characteristic approaches to achieving program quality is by providing complete packages of services to youths. In a number of prime sponsorships, this has been marked by a shift away from traditional work experience. In-school youth are receiving a broad range of career development experiences that augment selected work experiences. Both Lane County and Portland's YETP programs have less than 15 percent of their actual enrollments in work experience. Portland puts out-of-schoolers into work experience, but only as a provisional measure. The principal emphasis is on obtaining some kind of high school certification. Continued work experience is contingent upon enrollment and attendance in a GED or equivalent program.

Prime sponsors in Michigan have shown a similar awareness of the larger purposes of work experience in YETP and YCCIP. Under YETP, local sponsors are complementing work experience with job information, counseling and placement services, to ease the youths' transition to the workforce.

One of the more surprising developments has been the widespread supplementation of YCCIP jobs with a variety of non-work services. In spite of the small 5 percent limit on overhead (that discouraged many potential program deliverers from even applying for projects), work experience is being augmented with a variety of services. In Detroit, Wayne State University runs a YCCIP project in which it is providing basic training to raise the educational level of program participants. Half the enrollees in a YCCIP rehabilitation project are enrolled in a GED program or continuing education program. Although they do not receive academic credit for work, they are being paid while they attend class.

One exceptional YCCIP project in Sonoma has youths working four days a week and attending class one day a week. The work is described as manual labor. The classes are in agriculture and maintenance work. Enrollees are receiving three units of work experience and five units of academic credit from a local junior college. The project, originally aiming to place one-half its participants in unsubsidized employment by September, has exceeded its target. Fully 60 percent of the original participants have left their minimum wage slots and found unsubsidized jobs.

Another YCCIP project, also in Sonoma, places enrollees in a seven month program of work experience and education. Youths spend about 32 hours a week caring for community gardens, pruning trees, installing sprinkler systems, landscaping, setting flower beds, and doing maintenance. The rest of the time is spent in horticulture, gardening, and landscaping classes sponsored by the County schools. Here too, the work pays minimum wage. Although some enrollees have said they could find higher paying jobs elsewhere, they are staying for the training and certificate that will be awarded upon completion.

Several Michigan prime sponsors are augmenting YCCIP experience with "employability" training and vocational training. One of the Oregon Balance of State projects had YCCIP supervisors trained in counseling so that they could provide more support to enrollees on the job, as well as some skill training adapted to enrollee needs.

A Boston YCCIP landscaping project is offering a range of supportive services that center around building self-esteem and improving attitudes. Classroom training is also provided. Another YCCIP project in Worcester, enrolling drop-outs with acute skill shortages and social adjustment problems, starts each day with classroom training in a local adult learning center. The cash income for participating in the YCCIP auxillary services is a feature, however, that may mask the true degree of interest that youths have in those services. El Paso runs a YCCIP project for in-school youth only with classes that involve career exploration and self-awareness. Enrollees there are not paid for class time. In its first month of operation, the El Paso project experienced a 10 percent decline in enrollment.

The services and support being provided for YCCIP participants are above and beyond the requirements of YEDPA. However, prime sponsors see an acute need for something more than work. They see the legislation as being restrictive, discouraging services to a class of participants -- mostly economically disadvantaged school-leavers -- who need them the most. Virtually all of the prime sponsors are targeting most, if not all (see Table 2, Page 23), their YCCIP slots to economically disadvantaged youths, who are acutely in need of more than just an income and work that may have some transferrable skills to later employment. Some participants in a maintenance project, for example, could not read tape measures. High quality work experience will not benefit them if it is offered without some opportunity for basic education.

Many prime sponsors are offering YCCIP enrollees the extra training or education opportunities they need to ensure that participation really will improve long-term prospects for employment. But it is a constant struggle requiring first of all, a will to do more than the legislation requires, and a considerable amount of resource juggling. In the words of one counselor, "/w/e just don't have the flexibility or range of options with the YCCIP projects that we do under YETP or Title I ... it's just a one-shot deal. Sure we can give a dropout a job, but I'm not sure whether these kids are any better off when the project's over." (Bonnie Snedeker, Page I-5).

The award of academic credit for work experience has been seen as a mechanism sweetening the incentives for participants to work, and forcing educators and manpower administrators to pay more attention to job quality. Where academic credit is being awarded, these two objectives are being met with varying degrees of success. Where academic credit is not being awarded, there is good evidence of a need for more flexible accomodation between the CETA and LEA establishments.

Academic credit is being awarded this school year in both YCCIP and YETP. Ninety-five in-school YETP enrollees in Charlotte are participating in a vocational training-work experience-academic enrichment program that is granting one-half elective credit for the spring semester. A full credit will be granted for a year's participation (13 credits are required for graduation). YETP in-school and out-of-school participants in Sonoma, San Francisco, Marin, and Santa Clara are receiving academic credit for their work experience. A YCCIP project run by public schools in the Lansing Consortium is offering academic credit for work performed in conjunction with a high school ecology course. Nearly all YETP enrollees in the Washington-Oregon case study are receiving academic credit this year for work experience. Next year, officials in some programs are hoping to be able to petition successfully for credit in academic areas.

Most program enrollees, however, are not yet receiving academic credit for their work. The reasons vary. In some cases, programs started too late for arrangements to be made. In North Carolina, state regulations governing the award of academic credit are stringent. Although it can be done, as the Charlotte prime sponsor demonstrated, arranging credit for work experience will take more time than sponsors had in the rush for implementation. The Springfield schools in Clark County are moving very cautiously in awarding academic credit for work. They want to do it, but they also want to be sure that any arrangements will stand up to the scrutiny of the board of education, the state education department and regional accreditation associations. In Columbus, prime sponsor administrators are not sure who should arrange academic credit or how it should be done. Greene County, a third prime sponsor in Ohio, has actually contacted state level educators. As was the case with Clark County, program officials have received little useful guidance. However, Greene County observers infer that state educators view YEDPA and the manpower community with some suspicion, and that getting the blessings of state educators from accredited work experience, will take more effort. A Connecticut Balance of State contractor serving out-of-school youth has not attempted to secure academic credit because there is so little concern for it among the enrollees. The Grand Rapids prime has not succeeded in getting academic credit awarded for this year's projects. But in mid-April, it laid down a requirement that all YCCIP and YETP contractors develop a plan and schedule for reaching agreements with LEAs by June 30th.

Although inertia, red tape, and timing problems have all undermined some of the efforts to get academic credit for work experience, there is also affirmative resistance to the notion. Some of the resistance can be traced to skepticism about whether work experience can be treated as a legitimate learning experience. LEA officials in North Carolina have stipulated that credit will be awarded only for strictly supervised work experience that involves formal training, is related to a participant's vocational track, and permits academic supervision. In the Connecticut Balance of State prime sponsorship, academic credit is not being awarded for some projects which provide training considered below the par of what might be expected as part of a high school course.

Resistance to awarding academic credit is also based more on what might be described as matters of principle. In Grand Rapids a school official said that students already receive academic credit for such a great number of activities that educators have problems keeping them in school long enough to meet their basic educational needs." (Peter Kobrak, Page C-17). Detroit school officials echoed the sentiments, stating in their YETP application that paid work experience would be incentive enough for enrollee participation and success. A Durham-Orange school principal suggested that the best way drop-outs could secure academic credit would be by returning to school.

The second year of operation for the YETP and YCCIP activities ought to see more cases of academic credit being awarded for work experience. Prime sponsors and LEAs alike are pursuing the matter. With the benefit of more planning time, they should succeed. However, no matter how much time there is for making arrangements, there will probably be some areas where resistance does not break down. It remains to be seen whether the absence of academic credit will be decisive in determining program success or failure in those few areas. It is clear, however, that, on the whole, the emphasis on gaining academic credit was taken seriously by prime sponsors. Arrangements for credit have been far more prevalent than under earlier CETA activities, and some of them appear to be sound models for future efforts.

Supervision and Work Quality

Many of the past youth programs have been plagued with poor on-site supervision for young workers. Supervisors have been insensitive to the needs -- and ignorance -- of young workers making their first contact with the world of work. Supervisors were frequently ill-equipped to provide any significant skill training and, in some cases, supervisors did not enforce even minimal rules of work -- showing up at work on time, or working a full day, for example. The problems have been attributable to a number of factors. Historically, supervision has been considered as an afterthought. Little allowance was made for the costs of providing supervision for extra youth workers added on to existing workforces. Little thought was given to the special demands of supervising youths, as new entrants to the labor force.

Responding to these shortcomings, YEDPA has put a premium on quality supervision, and provided some resources to encourage it. As is the case of the overall emphasis on quality, prime sponsors welcome the accent, and have responded in many different ways.

Prime sponsors are trying first to find qualified supervisors, or, lacking that, to train them. An Oregon Balance of State operator delayed start up on a solar heating project until some competent, income-eligible Title VI supervisors could be found and trained in counseling techniques. The Muskegon Consortium is requiring special training for all youth supervisors next year. A Kitsap County YCCIP project reduced youth work schedules to thirty hours per week so that there would be enough money to pay qualified supervisors.

Prime sponsors are also making an effort to maintain good supervisory quality by monitoring worksites. In Muskegon, the work experience contractors are providing on-site supervision. Each contractor is also providing a roving supervisor to tackle problems that on-site supervisors are not able to handle. Kitsap County is encouraging better supervision by using competency-based learning plans on the worksites. They have had the effect of forcing supervisors to pay more attention to the work youths are doing, and focusing job duties on training objectives. The Kitsap prime sponsor staff also carries on a rigorous monitoring schedule and maintains close contact with supervisors.

Supervisor loads vary to some extent, between YETP and YCCIP activities. Because of this, simple supervisor/worker ratios do not reflect the real quality of supervision. YCCIP activities usually center around projects that cannot be integrated with work already being done. Because tasks are usually similar, if not identical, YCCIP sites frequently lend themselves to a team approach, utilizing somewhat lower supervisor/worker ratios, than YETP projects. But these ratios have in no way hindered the quality of work or the value of the experience for enrollees. One YCCIP project in Charlotte consisted of a supervisor and team of nine youths working on housing rehabilitation. The supervisor, a construction engineer with experience as a superintendent, was sensitive to the needs of the participants and had developed an esprit de corps. Another project that puts lower income youth with criminal records to work weeding, eliminating fire hazards, and cleaning ditches has two supervisors for a crew of fourteen enrollees. The project has been extraordinarily successful. Another project with a supervisor for every four or six enrollees has not been nearly as successful in retaining enrollees. The smaller teams in that project may mean less peer interaction. But the project also suffers from oversell. The jobs, although no more menial than other YCCIP projects, were sold to the trainees as being more glamorous than they really are.

The YETP programs present a different situation. Youths are frequently integrated with ongoing workforces. While the number of YETP participants assigned a supervisor is frequently low -- one to three -- the quality of supervision does not appear to be as good. Existing staff with little supervisor experience is often used. Employers have occasionally assigned youths to supervisors who have been unwilling and sometimes unqualified. Even where the number of YETP participants added to a worksite is small, the reported ratios do not reflect the real supervisory workload. Supervisors also are responsible for regular employees, diminishing the attention available for a youth worker.

Whatever the relative edge of YCCIP project supervision may be over YETP supervision, supervision under both programs seems to be good. Some local observers think the supervision in YEDPA programs is superior to earlier youth work experience projects. Youths have appreciated the emphasis on quality supervision, and supervisors have found youths to adjust well to the demands of the job.

Obstacles to Quality Jobs

In their attempts to develop quality jobs for youth, prime sponsors have found themselves stymied at times. The early rush to develop a large quantity of slots made it difficult for local officials to develop quality slots. A Grand Rapids administrator bemoaned the federally-imposed quantitative and qualitative standards. A planner in Lansing Consortium complained about the lack of detail that employing agencies provided in their position descriptions, and the plantation mentality behind employing agencies accepting work experience candidates without ever knowing precisely where the youths could work best and gain the most.

The emphasis on public sector and private non-profit sector employment is cited as another barrier to creating "meaningful" jobs that would leave youths with genuinely marketable skills. Sponsors agree that most employment opportunities are in the private sector. The career interests of most youths center around the kinds of jobs found chiefly in the private sector. Yet regulations and the presumptive role of government agencies and community based organizations serve to effectively restrict all but a few youth jobs to public service work experience. "The challenge ... has been to find jobs in non-profit agencies suited to the vocational preferences of the participants -- 'it's not easy to find auto mechanic jobs in the YMCA,' one counselor noted." (R. C. Smith, Page H-6).

The last criticism is the most serious. It is one that extra time will not eliminate. It is not clear that prime sponsors would have the access to private sector opportunities, even if YEDPA permitted it; but the comments of program administrators seem to imply a willingness to attempt some private sector job development.

Career Aspirations for Youth

One of the mandates of YEDPA -- stressed repeatedly in the legislation and by the Department of Labor -- is the importance of "meaningful" jobs. One of the criteria of a "meaningful" job has been the relevance of work experience to the career aspirations of youths.

The legislative history of YEDPA, the law itself, and promulgations from the Department of Labor are sprinkled with references to the importance of linking the career goals of youths, with their work experience under YEDPA. The rationale has been two-fold: give young adults a taste of the career areas in which they are interested, and provide them with job-specific experience and skills they can take with them.

The emphasis, while a logical and appropriate one in some cases, has its drawbacks. It is based squarely on the assumption that youths have a clear idea of what their career goals are, and that the knowledge is a solid basis for action in arranging job assignments.

In fact, many youths have not given a great deal of thought to what they want to do for a living. YEDPA jobs are the first jobs for an enormous number of enrollees. Many of those who are thinking ahead, do not have realistic expectations about what they would like to do, and do not have clear ideas of how they should go about doing what they want to do. In these cases, some of the programs are proving to be effective eye openers. But prime sponsors remain skeptical as to how realistic some of the more ambitious goals may be. Counselors and CETA staff alike indicate that many youths take the YCCIP and YETP jobs just for the money, and not because the jobs fit into career plans. For the youths who do have career plans, many are plainly unrealistic, or the youths do not have a good sense for what is required to achieve them. One youth hoping to start college soon was reading at a second grade level. Another, a sophomore working in an animal hospital, had no idea what he wanted to do. Many have separated the job at hand from career aspirations. One aspiring trumpet player wanted more hours at his "janitor helper" job; not because it was career relevant, but because he needed money. Another seventeen year old employed picking up paper and cleaning washrooms in a park, wants to be a registered nurse or a model. She presumably values the job for the money, and the money alone. As she put it, "I think that if I had YETP program I would keep theory out because it don't make sense." (sic) (Myron Roomkin, Page G-11). An eighteen year old who wants to be a basketball palyer works as a custodian aid in parks. The program does not do much for his basketball game, but he thinks it is great because it provides him with money, and keeps him off the street and out of trouble.

Some of the youths are not so specific about their career plans. When some participants in Georgia were questioned about future plans, they were fairly vague, indicating where they wanted to live and whether they wanted to go to college. Some indicated they wanted to take up trades, but they were not sure which ones.

Although many students going into the programs do not have clear career plans, they do attach some value to the work experience. For the few with some specific ideas, the programs may be succeeding in gelling their thoughts. For one student who had worked in several jobs, her YETP work experience as a tutor has inspired her to become a teacher. The young adults in a Sonoma landscaping project pass up the opportunities for higher paying jobs just so they can get certified training and experience in their YCCIP project.

Few people seriously presume that a 16 year old youth has mapped out hard and fast career plans. For that reason, some prime sponsors are not giving a great deal of attention to matching jobs with the career interests of enrollees. However, the changeability of career plans does encourage prime sponsors to give considerable attention to career exploration activities so that youths are, in fact, exposed to valid information and can formulate some realistic career goals. Although participants may come into the programs with nothing more than an interest in money, sponsors are providing auxillary services to assure that they leave with more than that. "The counselors see their jobs as helping to turn the kids away from an immediate focus and on to career development." (Bonnie Snedeker, Page H-7).

There seems to be a widespread feeling among prime sponsors that youths have not given much serious thought to career plans. Because of that, many youths apparently are not attaching a great significance to their work. But, the strategy that is emerging, is one of using work experience together with vocational exploration programs, as a vehicle for starting youths in the process of thinking about long-term career plans. The cases like the DeKalb County girl who, before her job, "... didn't know accounting could be so much fun," (Gretchen Maclachlan, Page D-11), but has now decided to take up accounting in college, are icing on the cake.

Youth Participation

The Youth Employment and Demonstration Projects Act tries to carry national youth employment and training policies one step further than in the past, by expanding the youth role beyond that of mere participant. The only binding requirements on prime sponsors to assure representation of the youth perspective are a legislative requirement mandating the establishment of youth councils and DOL regulations requiring youth membership on the councils. But in the vein of other federal efforts that now encourage target group participation, YEDPA is encouraging direct youth involvement in aspects of program operation and evaluation.

Prime sponsors have responded to the letter of the law. Of course, it is too early to make final judgments about the effects of the new youth role -- the adjustments require time for both the youths and the adults on the councils. But so far, the accomplishments have been mixed. In a few cases, the effect of youth involvement on planning councils has been significant; but usually, it is not. The youths themselves frequently do not participate. Where they do, the participation is more form than substance. Another serious impediment to a substantive youth role, is the limited policy impact of the councils themselves. They are frequently not the forums for real policymaking decisions.

In light of the limited utility of youth representation on the council, some prime sponsors, responding to the spirit of the law, are trying alternative channels for bringing youth into the mainstream of decisionmaking. Some of these alternative approaches to gaining youth input show ingenuity, and promise to enhance the chance for substantive contributions.

Selecting Youth as Members on the Youth Advisory Councils

Prime sponsors are using one of two methods for selecting youth members for their youth advisory councils. They either select youths who are representative of the target population, or they select youths displaying leadership qualities that set them above the norm. In the latter case some primes choose only YETP or YCCIP participants while others are being less restrictive.

The method of selection seems to be a necessary, but not sufficient condition for determining the roles that youths play. Where youths have been selected strictly because they are representative of program participants, they are proving to be ineffective. Many of them are shy and withdrawn, intimidated by the adults and overwhelmed by the complexity of matters before the council. If they are not uninterested, they are typically passive. In Charlotte, youth members are rarely in attendance and are having a difficult time communicating with the adult members of the council, most of whom are professionals. The San Francisco youth council, which is three-fourths youth (drawn from youth programs in the area) has a difficult time assembling a quorum for its meetings because of absenteeism.

Random selection of youth members has not achieved any degree of useful youth input. Handpicking participants is producing better results, but is no guarantee that youth members will be active. Alamance County CETA officials and school administrators carefully selected the youth members. But the youths all lost interest and either dropped out or otherwise became inactive. On the second round, the prime sponsor decided to elicit volunteers. The response was good and the prime sponsor picked those appearing most capable and interested. Alamance County stands, now, as one of the more successful examples of youth participation.

Kitsap County and Atlanta have both found articulate and hard-working youth members. They are active in their own right, and the Kitsap County standout, although not a program enrollee, is actively encouraging a larger voice for participants in finding out which programs work and why.

Chicago, Cook County and Rockford tried a variety of approaches to pick outstanding program participants for council membership. Although attendance is good, none is experiencing any notable success with its youth representatives. Kalamazoo extended invitations to youths who were recommended by the main program contractor. Attendance is poor. Muskegon based its selection on recommendations from school principals, student governments, and council members. The youth do make some comments, but contributions are not considered to be appreciable. Lansing, on the other hand, having selected one youth from each of its out-of-school and in-school programs, is having some degree of success. Attendance is good, but it is not clear what substantive contributions are being made.

Interest in Achieving Genuine Youth Participation

Virtually no prime sponsor considers the youth councils to be the best way to achieve youth participation. But, the sponsors who consider youth involvement to be an important goal are inclined to explore alternative modes of involvement, rather than spending much effort on improving council activities.

In the Portland prime sponsorship, where youth members of the council are not active, counselors and area managers are taking the time to talk with the participants. The views are then being channeled back to program planners who are incorporating some of the ideas into the decisionmaking process.

When the first crop of youth members stopped participating in the Alamance youth council, administrators tried a different selection process that produced a more interested group. But, the prime sponsor is also allowing a broader kind of participation for youths. Instead of just reviewing program plans, they are also involved in participant counseling and problem-solving.

The prime sponsors in Michigan are notable for the consensus evident there, that youth membership in advisory councils is not likely to have much impact on final decisions. "None of the prime sponsors are relying with any conviction on youth to play a major role ... as envisioned by some of YEDPA's congressional sponsors. The knowledge required to follow such policy discussions appears to be simply beyond the grasp of these young people regardless of their relationship to CETA and YEDPA." (Peter Kobrak, Page C-22). The councils are seen as poor forums for youth involvement. The prime sponsors there, however, are exploring alternative approaches to youth participation. The key to the alternative approaches to seeking the youth perspective "... is their emphasis on obtaining feedback from youth rather than opinions on what the overall program should or should not be. The latter assumes a policy orientation and an ability to conceptualize abstractly that seem almost the antithesis of what one could legitimately expect most youth -- no less disadvantaged youth -- to bring to decision making sessions." (Peter Kobrak, Page C-23).

Other important adaptations are being made outside the councils. The Grand Rapids public schools are setting up grievance committees to hear participant complaints. The prime sponsor will be questioning participants to get their views on program quality and impact. Contractors for the other three prime sponsors intend to conduct similar surveys. A number of other agencies have already circulated questionnaires to survey youth responses so far and to record their suggestions for program changes. The Lansing Consortium has already incorporated survey results into its 1979 planning process.

The feeling that the councils are of limited usefulness in getting youth views is widespread. "A spokesman for a Cook County LEA emphasized that YETP kids are distinguishable from their age cohort in ways likely to reduce their council participation." (Myron Roomkin, Page G-14). Chicago and Rockford CETA staffers survey youths for their views by pulling them out of the council setting.

Prime sponsors are also broadening opportunities for youth involvement by putting them in integral program roles. Cook County has put young adults to work as youth placement counselors and job developers in the (successful) Chicago Heights Youth Employment Service. Greene County (Ohio) is thinking about hiring youths as peer counselors. A Connecticut Balance of State YCCIP project employs a YETP participant as a secretary, involved in day-to-day administration of the project.

Skepticism notwithstanding, some of the prime sponsors are still trying to improve the quality of youth participation on the councils. Muskegon is considering a proposal to have representatives from student governments in all the schools, join the council. In Kalamazoo the youth council chairman and the CETA staff director have taken steps to increase the council's input for the FY 1979 youth plans. In an ambitious ground-up program review planning process, the council succeeded in formulating strategies and setting priorities. The final impact remains to be seen.

A Shift in Emphasis?

As a rule, the effect of youth participation on the youth advisory councils is limited. The youth councils, like the full councils, are not particularly effective in their own right. Furthermore, youths do not seem inclined or equipped to participate on the councils to any great extent. But prime sponsors are adopting other modes of involvement that seem eminently more practical, and are geared to getting youth views on what youths know best: the programs that have been established for them.

There is no single model for this improved involvement. But the variety of approaches all seem to be responses to the mandate that prime sponsors encourage an active role for youths in helping to assess programs and steer future policy.

Targeting

YEDPA is a targeted effort aimed specifically at young adults. Within that broad target group, there are some specific sub-targets identified by congressional sponsors and the Department of Labor. YCCIP is aimed at 16-19 year old youths who are out of work. YETP is intended for unemployed and underemployed youths from families whose current gross family income is less than 85 percent of the BLS lower living standard. Up to 10 percent of YETP enrollees can be from families exceeding the income threshold, if they are part of an experimental, mixed income group. Additionally, prime sponsors have been encouraged to identify significant segments of the target population for special attention.

The targeting provisions leave prime sponsors with a fair amount of latitude in selecting youths to serve. The flexibility is intended to permit prime sponsors to better adapt youth programs to the participation needs of each sponsor area. The hope at the national level consistently has been, however, that prime sponsors would serve those youths most in need, that is, those youths with the least chance of finding assistance from other sources.

In considering the issue of how prime sponsors are targeting their services, three topics are most important. (1) the actual breakdown of enrollments, (2) how prime sponsors identify target groups, and (3) how effective the income criteria are.

Enrollment Breakdowns

Data on enrollments are still incomplete for YEDPA. The most recent data available when the case studies were prepared, were for the quarter ending March 31, 1978. Unfortunately, many prime sponsor activities were barely off the ground at that point, and most reflect only partial enrollments. The data available are tabulated in Tables 2 and 3.

Two trends are evident from data available so far. First, prime sponsors are concentrating on serving economically disadvanted youths (youths from families whose income is 70 percent of the BLS lower living standard, or less). This holds for both YETP, with a 85 percent lower living standard threshold, and YCCIP, with no income criteria. The decision to concentrate on this group reflects deliberate decisions in almost all cases to serve youths most in need of the YEDPA services. Prime sponsors also recognize the political risks of widening the focus.

However, two factors militate against prime sponsors focusing exclusively on economically disadvantaged youth. There is an interest in broadening participation, so that youth programs are not stigmatized as a "poverty program." In a few areas, prime sponsors are also having difficulty filling their slots with economically disadvantaged youth. In areas such as Marin County, prime sponsors claim that there are few youths from economically disadvantaged families. However, the incidence of poverty is not necessarily a reliable indicator of how much prime sponsors target for lower income groups. For example, Cobb County, with a lower incidence of poverty than Atlanta, has a higher proportion of extremely poor youths enrolled in its programs.

A second, very predictable targeting pattern (not reported in the available data) is the emphasis on serving in-school youths with YETP and out-of-school youth with YCCIP. There are deviations from this pattern, however. They appear to be more a function of institutional factors than economic factors (youth unemployment, for example). The YCCIP project in Albuquerque is closely tied to the LEA. There, in-schoolers outnumber out-of-schoolers by a ratio of more than five to one. A similar situation exists in Lansing, although the imbalance is not quite so acute.

Identifying Target Groups for Special Attention

There are few surprises to the outreach efforts that prime sponsors make. The Employment Service and the schools are usually used for locating students and enrolling them. As a rule, it appears as though

Table 2

Enrollments by Family Income

	YETP		YCCIP	
	Income as a % of BLS Lower Living Standard		Income as a % of BLS Lower Living Standard	
	< 70%	70-85%	<70%	70-85%
California				
Marin				
Oakland				
Santa Clara/San Jose				
San Francisco				
Sonoma				
Connecticut				
BOS	83%	11%	58%	5%
Hartford Consortium	NA	NA	NA	NA
Waterbury		100%(a)	0%	100%
Georgia				
BOS	90%	10%	NA	NA
Atlanta	76%	24%	61%	39%
Cobb County	84%	16%	76%	7%
DeKalb County	75%	25%	NA	NA
Illinois				
Chicago	100%	0%		
Cook County	79%	21%		
Rockford	60%	21%	67%	13%
Massachusetts				
Boston	100%	0%		
Eastern Middlesex	93%	7%	94%	6%
Worcester	93%	7%	93%	7%
Michigan				
Detroit				
Grand Rapids	99%	1%	85%	15%
Kalamazoo County	86%	14%	67%	0%
Lansing Tri-County	84%	9%	68%	NA
Muskegon				
New Mexico				
Albuquerque	100%	0%	100%	
North Carolina				
BOS	88%	12%	64%	36%
Alamance County	88%	12%	96%	6%
Charlotte	85%	15%	94%	6%
Durham-Orange County	96%	4%	90%	10%
Ohio				
Clark County		100%(a)		97%(a)
Columbus-Franklin	93%	7%	83%	17%
Greene County		100%(a)	0%	100%(a)
Oregon				
BOS	68%	23%	100%	0%
Lane County	86%	14%	NA	NA
Portland	91%	9%	85%	15%
Texas				
Coastal Bend	89%	7%	NA	NA
El Paso	78%	22%	100%	0%
Washington				
Kitsap County	100%	0%	NA	NA

(a) At or below the 85% level. No further breakdown available.

Table 3

Enrollments by Sex

	YETP			YCCIP		
	Male	Female	Total	Male	Female	Total
California						
Marin						
Oakland						
Santa Clara/San Jose						
San Francisco						
Sonoma						
Connecticut						
BOS	154	148	302	98	42	140
Hartford Consortium	NA	NA	NA	NA	NA	NA
Waterbury	64	69	133	10	10	20
Georgia						
BOS	144	155	299	9	18	27
Atlanta	319	467	786	70	38	108
Cobb County	36	34	70	26	14	40
DeKalb County	38	62	151			
Illinois						
Chicago	(47%)	(53%)	(a)	(61%)	(39%)	(a)
Cook County	(51%)	(49%)	(a)	(90%)	(10%)	(a)
Rockford	(52%)	(48%)	(a)	(98%)	(2%)	(a)
Massachusetts						
Boston						
Eastern Middlesex						
Worcester						
Michigan						
Detroit						
Grand Rapids	386	355	741	21	6	27
Kalamazoo County	58	43	101	3	3	6
Lansing Tri-County	330	315	645	40	7	47
Muskegon						
New Mexico						
Albuquerque	39	52	91	42	12	54
North Carolina						
BOS	3789	3212	7001	186	36	222
Alamance County	78	91	169	11	7	18
Charlotte	86	164	250	17	1	18
Durham-Orange County	66	81	147	18	3	21
Ohio						
Clark County	108	72	180	22	7	29
Columbus-Franklin	214	227	441	88	11	99
Greene County	2	11	13	5	0	5
Oregon						
BOS	146	119	265	17	4	21
Lane County	17	109	126	18	4	22
Portland	84	129	213	4	9	13
Texas						
Coastal Bend	91	108	199	NA	NA	NA
El Paso	166	214	380	35	0	35
Washington						
Kitsap County	20	31	57	9	4	13

(a) Numerical breakdowns not available.

community based organizations enjoy little discernible edge over the more traditional outreach and enrollment services, in penetrating particular population subgroups.

The extent to which prime sponsors zero in on significant segments of the youth population varies. Some are not identifying any groups for special attention. Others have come up with specific numerical targets. Hartford is reserving 50 percent of its YETP slots for women, 7 percent for handicapped, and 15 percent for persons with limited speaking ability. Clark County is reserving 90 percent of the slots in one particular project for youth offenders. These programs are still getting underway, so those figures may represent just good intentions. But some prime sponsors have actually succeeded in enrolling youths who have been underrepresented in the past. Four percent of the Lansing YETP enrollees are handicapped. In Lane County the figure is 3.3 percent. In Kitsap it is nearly 9 percent. Youth offenders comprise 7 percent of the YETP enrollments in Lansing, and nearly 25 percent in Lane County.

Youths from AFDC families are also frequent targets for special emphasis. In some areas they comprise more than half the YETP and YCCIP enrollees. In Grand Rapids, nearly two out of three of YETP enrollees are members of families receiving AFDC.

Females are still being given short shrift in some areas. Although they are well represented in most YETP programs, they are almost universally underrepresented in YCCIP. Where sex breakdowns were complete, YCCIP projects were typically enrolling fewer than 1 female for every 3 males. Some areas have especially poor records, with females outnumbered more than 5 to 1. The pattern reflects the high incidence of manual labor jobs; jobs which have traditionally excluded women. The high ratio of males to females also reflects the fact that YCCIP is concentrating on the high school dropout population -- a male-dominated group. Breakdowns of the YCCIP applicant pool are not available, however, so this presumption must remain untested.

Verifying Eligibility

Although prime sponsors do have some maneuvering room with respect to income eligibility, they are of course required to check certain minimal requirements and make some effort at validating eligibility data. In fact there are no uniform procedures for doing this. Some prime sponsors rely almost exclusively on the income data provided by the youths themselves. In Atlanta, the income data that youths report directly to intake specialists are accepted without further examination. Cobb County takes a similar approach, corroborating eligibility only for AFDC recipients.

In Chicago and Cook County, contractors operate their own intake services, so control is diffuse and sometimes nonexistent. Representatives of the Chicago Board of Education did not realize they were supposed to verify income eligibility. Their attitude was that it was not their problem.

In some areas, great pains are being taken to use reliable data and to certify it as being valid data. Rockford verifies data with W-2 forms, check stubs and public assistance caseload information. Prime sponsors in California check school records and records on file with agencies such as local employment offices and welfare offices. Grand Rapids uses data such as welfare records, and occasionally resorts to asking parents for tax returns.

With even the tightest screening procedures, though, ineligibles can get through if they try hard enough. As one CBO staffer explained: "It's amazing how many kids have family incomes that are five dollars below the income ceiling." (Peter Kobrak, Page C-32). This is why some prime sponsors are inclined to place a heavy reliance on schools for doing screening; expecially in small towns. "As an intake agent, the LEA probably offers the best control on eligibility compliance, since teachers and counselors are generally aware of students' financial circumstances." (Myron Roomkin, Page G-18).

But the necessity of the income criterion is sometimes questioned as well as the validity. As one CBO planner said: "What parents make is no longer determining what happens to the kids; drugs, crime, alcoholism, and lack of character are increasingly crossing class lines." (Peter Kobrak, Page C-33). A counselor noted "... that the program emphasis on training, career development, and self-help is not exactly geared to the needs of middle class kids looking for easy ways to get extra spending money." (Bonnie Snedeker, Page I-11). The implication is that there is a degree of self-screening that goes on.

Just as important as the questionable need for strict eligibility determination, is the questionable validity of the data that is collected. It is difficult, expensive and time consuming to verify data. There is also uncertainty about how to handle youths who live alone, head a household, are not claimed as dependents by parents or move from one guardian, foster parent, or family to another.

The income eligibility guidelines can present bothersome hitches in the intake process in some balance of state operations or the sprawling consortia that straddle metropolitan and nonmetropolitan areas. Coastal Bend encompasses the city of Corpus Christi and twelve rural counties in Texas. Under YETP youths are eligible to participate if they are unemployed or underemployed, or come from a low income family. In determining whether youths are underemployed, intake specialists use the poverty level criterion established by the Office of Management and Budget. In determining whether youths are from low income families, the 85 percent of the lower living standard criterion, developed by the Bureau of Labor Statistics, is used. The two standards vary unevenly, making different adjustments for metropolitan (or nonfarm) and nonmetropolitan (farm) areas. The BLS standard makes some adjustments for regional variations, while the OMB standard does not. If the criteria are taken seriously, the administrative difficulties can be cumbersome. One administrator complained that "it is very difficult to juggle all of these variables -- especially out in the field." (Vernon Briggs, Page B-15).

Substitution

YEDPA has important value as a demonstration effort and as a tool for accomplishing some institutional change. The hope is that an investment now will yield future payoffs in more productive programs. But the programmatic emphasis on creating jobs and training opportunities for youth now, cannot be overstated. YEDPA is an employment program that was passed partly in response to higher youth unemployment rates in general, and the alarming jobless rates for nonwhite youths, especially.

As ambitious as YEDPA is, it is small relative to the scale of the youth population and unemployment problems. There are more than 18 million youths in the 16-24 age bracket, and more than two and a half million of them are unemployed. The rest are working or out of the labor force. YEDPA is expected to serve about 300,000 youths in its first year. Because of the limited impact it could have under the best of conditions, Congress and the Department of Labor have taken steps to focus programs where they will have the greatest net effects. Targeting by employment status and income offers some assurances that YEDPA services and jobs will go to those more in need and to those less likely to have alternative sources of assistance.

But targeting alone does not maximize impact. There is also a concern that the YEDPA resources should add on to the institutional provisions already benefiting youth, and not simply substitute for what is already being provided. To the extent that YEDPA resources replace CETA Title I money that sponsors would have earmarked for youth, or replace LEA resources that are already available, the net addition to youth resources is negligible. For these reasons, there are legislative provisions and departmental regulations and directives that limit prime sponsors if they try to cut back on Title I services already being provided to youth, and backfilling with YEDPA resources. YEDPA states that YCCIP and YETP are intended to be "supplementary to but not replacing opportunities available under Title I of this act." (Sections 331 and 341 of YEDPA). Regulations, and directives spell out in further detail the level of effort that sponsors must maintain in serving youth under other parts of CETA.

Prime sponsors are also being encouraged to maximize the impact of the limited YCCIP and YETP resources by piggybacking the extra administrative chores on agents already in place, by coupling the YCCIP and YETP support network with support networks available under other CETA activities and through local government agencies, and by tapping non-CETA resources wherever they are available.

Factors Diminishing the Impact of YEDPA

The original design for this interim report included a focus on learning about whether prime sponsors are "substituting" YEDPA resources for

Title I resources that had previously been supporting youth activities. The methodology consisted of determining whether prime sponsors were maintaining the same level and the same mix of Title I services to youth between January 1 and March 31, 1978, as they had in the same period during 1977 (the interval established by the Department of Labor as the base period). For prime sponsors whose Title I funding decreased, the "same level of services" constituted an equal proportion of youth being served. For those whose funding remained the same or increased, the "same level of services" meant an equal number of youth being served.

Problems were encountered and issues emerged, however, that undercut the validity of that crude methodology, and refocused attention on some other areas where substitution was emerging in different guises.

Based on the sketchy data that were available for analysis, prime sponsors are not using the newly available youth resources to substitute for services they were previously providing to youth under Title I. In some areas like Oregon Balance of State, Portland, and Boston, the number of youth served under Title I dropped, but the proportion of Title I youth recipients did not. This was due to reductions in Title I allocations. Boston experienced an especially sharp reduction in its Title I allocation. To fill the void left by the cut, the regional office granted permission to switch over much of Boston's Title I services that had been going to youth, to funding under YETP. Consequently, the only identifiable impact attributable to YETP has been the centralized intake office (still to be established) and the LEA activities that were newly established. Charlotte was another prime experiencing a Title I allocation reduction. But there the number and proportion of youth in Title I activities actually increased.

Most sponsors, however, have not experienced such cuts in Title I funding and have maintained service to youth under other titles. In fact, in some cases, the introduction of YEDPA has had an effect opposite to that which the Department of Labor feared. Albuquerque, Coastal Bend and El Paso are three sponsorships where planners felt youth were being squeezed out of CETA. The interest there is on increasing youth enrollments in other CETA titles. Albuquerque, with its Youth Incentive Entitlement Pilot Project, its in-school Title I program, YCCIP and YETP, now is serving more youth than non-youth. With the flow of vast resources, it is turning the problems of youth into a new and significant priority on its manpower agenda. Santa Clara is experiencing a similar effect. Since YEDPA, the prime sponsor has established a Youth Division. In addition to running the YETP and YCCIP programs for youth, the division may be able to increase Title I programming for youth as well.

No matter what methodology may be adopted for gauging the extent of substitution, important qualifications should be attached to the findings, for two reasons. First, CETA enrollment data are set up in such a way as to create considerable distortion in the picture of the actual number of persons served. This question of data validity is important, but is not taken up here. Another reason for proceeding very carefully in analyzing substitution findings is that the regulations restricting prime sponsor discretion in changing service levels and program mix for different client groups, may not be appropriate. As the regulations stand now, "significant change in local conditions" is the only criterion for change accepted by the Department of Labor. The problem is that, frequently, there is no data adequate for describing changes in local conditions.

First, accurate data for describing local conditions -- and the changes that might justify program shifts -- are rarely available. As the first interim report amply demonstrated, prime sponsors simply cannot get accurate estimates for the current universe of need, or for services already available. For example, Chicago, while increasing the youth share of Title I services, was reducing the number of youths served because of too little change in adult unemployment. Planners there were hinging Title I services for adults on the adult unemployment rate, and the persistence of the adult unemployment rate. Chicago's policy is clearly in accordance with the letter of the substitution directives because it does not reduce the youth share of Title I services. But, the reasoning used would not hold up to DOL scrutiny if Chicago were "substituting" as DOL defines it.

Data on the prime sponsor universe of need and local conditions is of questionable accuracy and validity. This alone undercuts the appropriateness of the DOL policy to prevent substitution. But there are other variables at work influencing the prime sponsor decision to change program service and delivery patterns. Drop-out rates, wage rates for youth, contractor performance, and simply increased prime sponsor understanding of local conditions can all dictate change. In Cobb County, a Title I Nurses' Assistant Training class may be absorbed in the local school system, leaving more than 200 Title I slots open. There is no guarantee that CETA administrators will be able to contract for youth services on such a large scale, with any other local organization. In Northeast Georgia, the new, efficiently-run YETP program is making an established Title I in-school program look so bad by comparison, that there is a danger the Title I program may be eliminated. Again, it is not clear that the CETA prime sponsor may not find itself in technical violation of the substitution guidelines.

No one can argue with the Congress and Department of Labor's goal to maximize the impact of YEDPA by reducing substituion. But what is at question is the way in which DOL is enforcing the non-substitution mandate. Unless the Department of Labor can devise an all encompassing test capturing the effect of all the local variables that may be influential in shaping client mix, perhaps there should be greater reliance on prime sponsor discretion. This vote of confidence might be especially desirable because it appears that there are other forms of substitution whose effects may be swamping any YEDPA-for-Title I substitution, and which cannot be controlled effectively from the national level. A vote of confidence in prime sponsors may give them more of a vested interest in controlling these other variations of substitution.

Other Forms of Substitution

The Title I substitution that DOL is hoping to discourage is negligible. It is not clear whether that is due to the efforts of DOL to discourage substitution, or is more akin to the effect of the New Yorker who snapped his fingers to keep wild elephants from attacking him -- which, indeed, they did not do. Regardless of what is at work, there are some other "substitution" effects which bear closer scrutiny, because they too are diminishing the effects of YEDPA.

In Charlotte, an employment service recruiter noted that she was having greater difficulty developing slots for the summer program, because potential employers had already developed slots for YEDPA youth. It remains to be seen whether the employment service will be able to develop enough jobs to take up all the slots available. There is also some concern about whether in-school vocational education program slots will displace cooperative education slots developed before, for which employers paid.

In Hartford, project areas that had been receiving community development block grants are now receiving YCCIP money as well. There is speculation now that the community development block grant money may be shut off because of the influx of YCCIP funds. When community development money ran down for another program sponsored by the Hartford Board of Education, YETP was used to sustain services. There is good reason to believe that the locally controlled block grant money was shut off in anticipation of the YETP money. In both cases, if YEDPA money simply replaces block grant money, there will be little net increase in resources for youth unless the suspended block grant funds go to support youth activities somewhere else.

There is also evidence that YEDPA funds that are going to schools are sometimes being substituted for funds already available. But frequently there are qualitative changes in the services provided. In Boston, a previously existing school program for retarded youths is having its hour extended and its supervisory staff augmented. Albuquerque schools are extending their summer-only internships for post-secondary students, to year-round. But in some cases, minor changes may be just a cover for substitution. A LEA in Cook County, for example, is shifting some students currently enrolled in vocational education programs, into YETP. In other areas, schools are extending counseling services to students who have not traditionally benefited from them, but by right, have been entitled to them all along. However, even in the cases where there may be YEDPA dollars going to support school services already available, qualitative changes in the services that schools provide, and the students to whom they provide them, may have long-term effects that offset the substitution of federal dollars for local dollars.

Behavior that diminishes the apparent impact of YEDPA is not solely an institutional phenomenon. Youths themselves play a role. They are able to influence client mix by their service seeking strategies. Staffers at the Chicago Board of Education, for instance, are concerned that youths may shun Title I for its shorter hours, and seek out Title III jobs instead. The effect that YEDPA is having on labor force participation may be much more significant, and could seriously mask the effects of YEDPA on aggregate youth employment figures. The data available so far indicate that YEDPA is having the effect of increasing labor force participation among eligible youths. This is showing up when prime sponsors enroll youth who are neither unemployed nor underemployed. This pattern is not definite. Data from prime sponsors is not complete (See Table 4). The variability in the data from prime sponsor to prime sponsor also suggests that there might be different definitions being applied. But if the available data are accurate enough for indicating rough orders of magnitude, it might be inferred that an enormous proportion of YEDPA resources are going to youths who would not otherwise be working or be looking for work. This, by itself, is not necessarily an undesirable effect. Labor force participation rates among many youth subgroups are disturbingly low and dropping among economically disadvantaged minority youth especially. Any program that has the effect of raising labor force participation among these groups is clearly desirable. What is not clear yet, however, is whether the increase in participation rates is greatest among those who have recently been participating the least.

If, indeed, YEDPA is increasing labor force participation among some segments of the target group, two implications are worth noting. First, the effect of YCCIP and YETP on reducing youth unemployment rates may be even less than the programs' scale originally suggested. This would indicate that policymakers should be very circumspect in the way that they look for the effect of YEDPA in reported unemployment. A second implication is that Department of Labor youth policy can have a quick and drastic effect on labor force behavior of youth. This would imply that such questions as, for example, the effect of YCCIP jobs on drop-out rates, are of much more than just academic interest. It would also dictate a great deal of caution in balancing in-school and out-of-school services so that students are not encouraged to quit school.

Coordinating Services for Youth

Substitution can be seen, in loose terms, as anything that diminishes the potential impact of YEDPA by using YEDPA to provide something that would have been provided otherwise. The other side of the coin is the coordination of services for youth that stretches the impact of YEDPA by taking advantage of resources already available. The coordination of services for youth resolves around two areas of concern. The first is the institutional linkages tying YEDPA activities to those of other agencies -- CETA and non-CETA alike. The second is the programmatic linkages between YEDPA activities and the Summer Program for Economically Disadvantaged Youth (SPEDY). Both topics are considered here, although the second will be evaluated in more detail in the third interim report.

The Congress and the Department of Labor see YEDPA as marking only a limited increase in resources, and as a provisional measure.

Table 4

Labor Force Status of Participants at time of Enrollment

	YETP			YCCIP		
	Unemployed	Under-employed	Other	Unemployed	Under-employed	Other
California						
Marin						
Oakland						
Santa Clara/San Jose						
San Francisco						
Sonoma						
Connecticut						
BOS	250	24	28	83	1	56
Hartford Consortium	NA	NA	NA	NA	NA	NA
Waterbury	88	0	45	15	0	5
Georgia						
BOS	0	0	299	NA	NA	NA
Atlanta	786	0	0	108	0	0
Cobb County	49	0	21	37	0	4
DeKalb County	NA	NA	NA	NA	NA	NA
Illinois						
Chicago	1532	27	1851	159	1	73
Cook County	206	2	0	51	0	0
Rockford	62	2	410	28	0	3
Massachusetts						
Boston						
Eastern Middlesex						
Worcester						
Michigan						
Detroit						
Grand Rapids	18	0	723	27	0	0
Kalamazoo County	99	2	0	6	0	0
Lansing Tri-County	70	6	569	28	10	9
Muskegon						
New Mexico						
Albuquerque	0	0	91	0	3	51
North Carolina						
BOS	3416	420	3165	222	0	0
Alamance County	167	2	0	18	0	0
Charlotte	250	0	0	18	0	0
Durham-Orange County	66	8	45	17	0	1
Ohio						
Clark County	112	1	67	15	0	14
Columbus-Franklin	440	1	0	99	0	0
Greene County	2	0	11	1	0	4
Oregon						
BOS	215	9	41	20	1	0
Lane County	49	6	125	21	1	0
Portland	156	13	44	13	0	0
Texas						
Coastal Bend	61	1	137	NA	NA	NA
El Paso	188	3	189	0	0	35
Washington						
Kitsap County	50	6	1	11	0	2

Accordingly, they have intended for the new youth programs to build on other services as much as possible. This was seen as a way to stretch YEDPA dollars and also as a way to facilitate future adaptations as youth strategies are modified. However, the coordination of CETA services with non-CETA services is not a novel idea. It has been encouraged since the advent of CETA and even before CETA. Unfortunately, it has previously met with only limited success.

Youth Inventories

As one way to improve the chances of success for the YEDPA coordination measures, the Department of Labor required prime sponsors to develop an inventory of available youth services. The inventory was intended to identify both local government agencies as well as organizations outside the public sector. Regulations also required each prime sponsor to specify the nature of its linkages with these other organizations in its youth plan.

Most prime sponsors duly assembled their youth services inventories. But in most cases, the exercise was a pro forma and perfunctory one. Time did not permit careful research, and consequently many of them are only listings of organizations with whom everyone was familiar. The formats of many of the inventories are sufficient to satisfy the Department of Labor, but are not suited as a tool for program planning, or as a reference catalogue for referring youths to services.

Most prime sponsors considered compiling the inventories to be a waste of time. But many felt that way because they had already developed extensive listings of local service deliverers. A California youth director found the existing listings far superior to anything that could have been put together in the brief time before the youth programs started. In Rockford, the dearth of private agencies made the development of a youth inventory a simple, but largely unnecessary, task. There were a few cases, however, where persons found the inventories useful. One prime sponsor in North Carolina claimed that the inventory provided information that would not have otherwise been available. A program operator elsewhere saw the inventory as being useful for identifying services that could be tied to CETA. The latter case involved a person who was new to CETA activities.

The inventories were prepared by most sponsors after the fiscal 1978 plans were prepared. Consequently, use of the inventories was limited. If the present inventories have much use, it will be in connection with the 1979 programs. However, local experience suggests that most prime sponsors have already established fairly extensive linkages with local organizations capable of serving youth. Although organized listings may be lacking, the players are aware of one another. Most of the prime sponsors have a wealth of local experience on which to draw. While the youth service inventories may have been useful earlier in the course of prime sponsor development -- indeed, many developed just such a listing some time ago -- they are redundant for most now.

Coordinating Services

One of the effects of YEDPA has been to prod some prime sponsors into creating separate youth offices. Among other things, they seem to promise more coordination with non-CETA deliverers, although it is not always true that they encourage coordination within the CETA offices. The Connecticut Balance of State prime sponsor created a new unit to handle administrative affairs pertaining to YEDPA. However, youth program operations continue to be run alongside other CETA operations. Other prime sponsors opted for more change. San Francisco and Oakland both established a centralized intake for youth enrolling in YETP. Three other California sponsors -- Marin, Sonoma and Santa Clara -- went so far as to establish separate youth divisions.

Albuquerque set up a novel one-stop office that assumes responsibility for handling all youth services directly, making referrals to other service deliverers. The youth office is attempting to streamline delivery of services while humanizing the process by assigning a counselor to handle all matters for each youth. Boston has plans for a similar comprehensive service intake office. It probably will not be operational, though, until next year. Atlanta established a youth intake and referral office in addition to a Title III office that is coordinating and administering YETP, YCCIP and SPEDY.

Other prime sponsors are choosing an incremental approach, integrating the activities of YEDPA with their ongoing operations. In Washington and Oregon, prime sponsors are modifying their organizations just to meet new needs, such as linking up with local schools. The balance of the services is provided within the framework of their existing structures. Prime sponsors in Michigan are adopting a similar posture. There is an "extended range of cooperation ... rather than the development of new administrative and programmatic linkages, that typifies relations among ... prime sponsors and contractors." (Peter Kobrak, Page C-55).

Regardless of the administrative approach prime sponsors have taken in response to YEDPA, fairly extensive coordination with outside agencies seems to be the rule. Both the Connecticut Balance of State and the Waterbury prime sponsors rely fully on the Employment Service to handle all their certification duties. Some of the CBOs under contract with those sponsors have worked out informal service arrangements with a number of state agencies, for such services as vocational rehabilitation. Sponsors in Washington and Oregon arrnage services on the basis of informal agreements and ongoing working relationships, with a myriad of organizations. They include community colleges, residential facilities for youth, alcohol and drug rehabilitation programs, welfare and children's service agencies, vocational rehabilitation divisions, public health agencies, V.D. and family planning clinics, food stamp offices, legal service agencies, and the employment service. In Rockford, the Employment Service handles some of the intake paperwork in exchange for CETA employees. Chicago receives Employment Service assistance for eligibility verification. In Cook County, the Employment Service helps absorb the overflow for contractors unable to generate sufficient placement slots. The Greene County prime sponsor has arranged non-financial agreements with the Employment Service, the joint vocational school, the community action agency, a local college and other organizations. Muskegon gets assistance from the local Urban League in writing OJT contracts for one of the major YEDPA contractors. Muskegon also received assistance from the local Hartman Institute in developing and administering tests as part of the intake process. Kalamazoo succeeded in establishing linkages between the state social service agency and school counselors.

There are "compromise" approaches to coordination that prime sponsors have adopted. In Cobb County and Northeast Georgia, sponsors have favored a single agent for handling YETP, in the interest of preventing fragmentation of services. This was done because the lack of time worked against prime sponsors doing much coordination and because relatively small numbers of youth were involved.

Tying SPEDY in with YCCIP and YETP

Generally prime sponsors are trying to connect SPEDY to their Title I youth activities, YETP, and to a limited extent, YCCIP. Linkages will be marked more by administrative shifts in funding sources for jobs, than by changes in program components. But one change noticeable to youths in SPEDY will be an increase in supportive services over those provided in previous SPEDY programs. In Lansing, the emphasis will be on keeping Title I, YCCIP and YETP youths in the same jobs and supportive activities. Clark County is taking a similar approach. It is trying to mesh year-round activities with SPEDY, providing summer youth with YETP services. In Cook County, YETP and YCCIP enrollees will have their work week extended and be given opportunities for vocational exploration. Atlanta will be bringing in some of its new YETP contractors to run their summer programs. In-school youth on YETP and YCCIP will have their hours extended. All SPEDY enrollees will benefit from a greater emphasis on career exploration.

One of the most ambitious plans for linking SPEDY with year-round activities, can be found in Grand Rapids. There, planners are hard at work on next year's SPEDY program, because they are trying to consolidate YETP and YCCIP into a coordinated, twelve-month program. Already they are preparing a consolidated Request for Proposals that covers the three programs.

One exception to the way prime sponsors are trying to unify YEDPA and SPEDY, is found in Greene County, Ohio. There, planners are trying to use SPEDY as a complement to the year-round programs. Since YCCIP and YETP serve only youths 16 and over, SPEDY will concentrate on enrolling 14 and 15 year olds. Since YCCIP and YETP in Greene County emphasize service to school-leavers, SPEDY is being aimed at in-schoolers, who plan to return to school in the fall. The Greene County pattern is probably not seen elsewhere for two reasons. First, other sponsors are placing less emphasis on serving 14-15 year olds. Second, other sponsors have more of a balance between those in school and those out-of-school, in their year-round programs.

The general interest among prime sponsors is to run YETP (and sometimes YCCIP) into SPEDY, possibly increasing hours, but hopefully maintaining the same job sites. There are some obstacles, however. One is the differing eligibility criteria. YCCIP and YETP enrollees who are above the income cut-off for SPEDY eligibility, will not be able to move into SPEDY funded jobs (or have their job extended with SPEDY money). However, this is not expected to present serious difficulties since prime sponsors have been concentrating on enrolling economically disadvantaged, and since delays in implementation of YEDPA are leaving prime sponsors with some lag funds.

A more serious obstacle to merging YEDPA and SPEDY jobs is the differences in wages under the different programs. SPEDY jobs are occasionally paying more. Where they do, prime sponsors expect to be facing situations where YCCIP and YETP youth will be trying to quit their jobs to get more money with SPEDY. Whether sponsors can adjust wages adequately or devise administrative mechanisms to prevent participant program-hopping, remains to be seen.

Prime sponsors are making an effort to make connections between SPEDY and YEDPA. In the cases where the connection is not being made, the failure seems to be a function of pressing circumstances. Columbus, for example, has barely moved in its implementation of YEDPA, so coordination with SPEDY is a moot point. Detroit, still struggling with its massive entitlement project, has had no time to think about linking SPEDY with YEDPA. For the moment, it is concentrating simply on implementing SPEDY as a separate program and the entitlement project. But even in these cases, it does not appear as though the lack of linkages is going to leave any YEDPA youth jobless during the summer.

Holding Down Overhead on the Youth Programs

The tight limits on administrative costs make it all the more necessary for prime sponsors to coordinate services and try other mechanisms for cutting overhead. If YCCIP and YETP were established independent of other CETA operations, they would attract few takers. YETP activities have a fairly tight 20 percent limit on administrative costs. YCCIP activities have a stingy 5 percent lid on administrative costs. In fact, many prime sponsors had a great deal of difficulty contracting for YCCIP projects in the fall and winter.

Prime sponsors were encouraged to reduce overhead costs by begging, borrowing, or stealing whatever facilities, services, money or supplies they could. Virtually all of them have succeeded to some extent. Some have had extraordinary success.

YETP programs almost everywhere are enjoying the benefits of at least some free space, telephone service, and administrative support from schools, and CBOs, as well as other CETA programs. Public service employees are frequently used as supervisors. The employment service offices have been especially cooperative in providing outreach, screening, and eligibility determination services. They have provided free testing, and in some cases are conducting job development and placement programs. Much of the outside support has been absolutely essential. It is hard to imagine many of the YETP programs functioning at any level of effectiveness without that support. This level of cooperation is noteworthy.

The extent of cooperation for YCCIP projects has been especially impressive in a few cases. It reflects a great deal of ground work by prime sponsors and delivery agents.

A YCCIP building renovation project in Hartford joined an ongoing community effort. It is working on one building that had been scheduled for demolition, but was sold, instead, to a league of community organizations. With the help of local banks, the Public Housing Corporation in Hartford mortgaged the building -- at below market interest rates -- to help pay for renovation supplies. The YCCIP project is working on another building that is being leased for below market rates.

In Rockford, the prime sponsor and the CBO in charge of a stadium renovation project, have succeeded in amassing an estimated $100,000 worth of cash contributions, donated services, and donated supplies. That does not include the stadium and property. In another exemplary joint effort, the Greene County (Ohio) prime sponsor is sponsoring an $18,000 YCCIP winterization project. A county high school and the local village are matching that $18,000 with $36,000 in supervisory costs and materials.

Prime sponsors are also tapping federal resources available through other programs. In the Connecticut Balance of State, CBOs are purchasing supplies with cash contributions. Transportation services are provided at no cost through a regional minibus demonstration project funded by the U.S. Department of Transportation. In several areas where YCCIP weatherproofing projects are underway, the Community Services Administration is extensively involved, supplying technical assistance and supplies.

Attempts to reduce overhead and stretch YEDPA resources are paying off -- handsomely in some cases. Aside from leveraging the YEDPA resources into some well-supported activities, the efforts are also succeeding in broadening the base of community support of the projects. In Rockford and Greene County, for example, much more is at stake than some federal dollars. Local, non-CETA actors have a stake in the action. It is only a short step from there to the understanding that they have a stake in the future of the youth from their communities.

Involvement of Community Based Organizations

Under CETA, the selection of program agents can assume an importance rivaling the selection of target groups. CETA funds, of course, represent valuable dollar resources. The choice of who gets those dollar resources to run programs is an important matter of economic efficiency. But CETA dollars also stand for political resources. The shift from categorical programs of the 1960s to CETA, shifted resources and power towards state and local governments, away from many community based groups representing minority groups, impoverished, and disenfranchised persons who had little effective access to traditional political power structures. Hence, the advent of CETA marked, in many minds, the potential for a significant shift in the balance of power -- economic as well as political power -- away from the disenfranchised. To keep this from happening, CETA legislation included provisions requiring prime sponsors to give CBOs "due consideration," when selecting service delivery agents. YEDPA has strengthened the language, requiring prime sponsors to give CBOs "special consideration" in involving them in program planning and service delivery.

The first report of local YEDPA experience documents the nature of the "special consideration" prime sponsors gave CBOs, and the effect it has had on involving them in delivering youth services. This report begins the process of assessing the differential impact CBOs can have as service deliverers.

Do CBOs Have an Edge?

Given the attention focused on CBOs and what appears to be a noticeable increase in their participation, an inevitable question is: What difference does their participation make? Do they, in fact, represent a different point of view? Do they, in fact, reach persons who would not otherwise be served? Do they provide different services, or can they provide better services?

The evidence collected in the course of observations made during the spring is certainly not definitive. However, it seems to support the conclusion that there is very little to distinguish CBOs from other service deliverers with respect to cost, target group penetration, or effectiveness as program deliverers. There appears to be a full range of variations between CBOs, and hardly any systematic variations between CBOs as a group and other service deliverers.

Cost comparisons between CBOs and non-CBOs are inconclusive. The "special consideration" provision in YEDPA raised the ire of some prime sponsor officials who claimed the clause would raise their costs. But when prime sponsors were pressed for hard evidence, none was forthcoming. The only valid observation is that, to the extent CBOs are frequently small organizations unable to achieve economies of scale, program costs are higher. But, since CBOs vary in size and include some of the largest program delivery agents under YEDPA, that criticism does not hold across the board. One presumed advantage of governmental service deliverers is the opportunity they present for piggybacking CETA activity on other agency work, at little cost to CETA. Yet many CBOs, enjoying a broad base of financial support for delivering a range of services, can frequently achieve the same economies.

Under YEDPA there is a mixed verdict on the differential effectiveness of CBOs in penetrating particular target groups and serving them. Where CBOs do their own outreach and intake, they do not appear necessarily to have an edge over other outreach/intake arrangements. In some cases this might be attributable to them having become as much a part of the local establishment as any government agency. But it usually appears to be because youth learn quickly about program opportunity, and the outreach/intake function does not prove to be a critical component. There is some speculation that schools, because of their proximity to the in-school youth population, are relatively better adapted to performing outreach/intake for in-school programs. But that advantage, if it exists, is offset by the success that CBOs have in identifying and enrolling out-of-school youth.

The question of whether CBOs are more effective or less effective than others in reaching youth in need is proving to be a moot point in many prime sponsorships under YEDPA. Sponsors are shifting to centralized intake and assessment centers, and CBOs and other program agents do not pick up the action until youths are referred to them.

With regards to their effectiveness as program operators, it is again impractical to attempt to classify CBOs as a group. There are too many variations among them. One serious charge made against them is that their work experience and too much of their training capacity is geared to public sector work. But the same holds for the governmental deliverers.

One sign of enhanced CBO effectiveness is their progressive integration with the local service network. There appears to be a greater willingness to refer CBO enrollees to other institutions, most notably, local schools. The major LEA role under YEDPA has contributed to this. But, it appears that there has also been some lessening of tension that arose from past criticism of the job schools were doing in serving disadvantaged youth.

In short, under YEDPA, the CBO role is hardly distinguishable as such. CBOs appear to be very much a part of the local service delivery mainstream. But this argues in favor of continued preferential treatment. Indeed, past preferential treatment seems to have been instrumental in moving CBOs to the position they are in now. The lack of distinguishing CBO traits might be seen as indicating some sort of equilibrium.

Changes in Institutional Relationships

The isolation theme is persistent in elements of youth employment problems: isolation of schools from employers, isolation of youths from school, isolation of the CETA system from schools, and isolation of youths from work. The toll of this isolation is high. Schools and employers have faulty perceptions about what each other does, and have unrealistic expectations about what each other might do for students. Youths too frequently have unrealistic career goals, have few ideas about how to fulfill the realistic ones, and have distorted views of employment and the world of work. Economically disadvantaged youth suffer the effects of isolation even more. Frequently concentrated in substandard schools and in labor surplus areas, an education leaves them with nothing more than a diploma, and little prospects for decent employment.

The isolation theme is significant for what it implies about the real impact that schools, employers, and youth themselves can have on the problems of youth employment, when they act alone. Singly, they can do very little. CETA can have little luck with job development and placement programs for persons who cannot read. The most civic minded employer will go bankrupt hiring unskilled and uneducated workers for jobs demanding persons skilled in crafts. The most advanced high school is bound to perform poorly in placing youths in jobs if it does not heed the needs of employers.

Recognizing the gulf separating important players with a role in solving youth employment problems, the Congress and the Department of Labor have fashioned YEDPA as a tool for institutional change. Provisions in YETP and YCCIP were designed, not just to improve the capabilities of schools and the CETA establishment to provide more support within their systems, but to encourage the kinds of institutional interaction necessary to facilitate the transition for youth between educational institutions and employment and training establishments, and employers and the world of work. Furthermore, prime sponsors are encouraged to establish linkages with unions and private businesses for providing services and for providing jobs. Plans for these linkages are supposed to be included in prime sponsor youth plans.

The biggest emphasis on institutional linkages, though, is between local education agencies (LEAs) and CETA prime sponsors. Although YEDPA sponsors did not presume a total absence of CETA-LEA cooperation, they did presume that in most areas, linkages were incomplete. To foster institutional ties, a minimum of 22 percent of each sponsor's YETP allocation is reserved for programs operated under the authority of agreements between prime sponsors and LEAs. Sponsors are additionally encouraged to gain cooperation of LEAs in arranging for academic credit for YETP and YCCIP work experience.

In the first report on YEDPA experience at the local level, prime sponsors, almost universally, were found to be interested in, and in the process of arranging CETA-LEA agreements. By mid-spring, details of most of the agreements had been resolved, programs were in place and they were operating. However, all has not been smooth sailing from there. Developing and implementing the LEA agreements has raised many problems. There are question marks about next year. Much stands in the way of a fully productive relationship between local CETA agents and the LEAs, although some significant first steps have been made.

Making the Connection Between CETA and Local Schools

Cooperation between prime sponsors and local schools is not an untried concept. In many areas, there is a history of joint efforts that pre-dates CETA. CETA sponsors in Chicago and Cook County have been talking and working with educators there for years. The school system in both areas has acted as program agent many times. The same is true in Atlanta, Marin County, San Francisco and Oakland to name a few. Some schools are as tuned into CETA as the prime sponsors. In Detroit, one CETA official noted "/t/he Board of Education knew how much YEDPA money we were getting before we did." (Peter Kobrak, Page C-40).

Most prime sponsors, however, started with no established links. They and their respective local schools had operated in relative isolation, in spite of their supposed common interest: preparing youths for adulthood. A few primes started with strikes against them: a history of bad feelings between prime sponsors and LEAs. School districts in Sonoma have been hostile towards CETA for years and have shown little inclination to serve some of the prime YEDPA targets: dropouts, potential dropouts, and other problem youths. There were bad feelings between LEAs and the CETA office in Charlotte arising from a scandal over the misuse by a few individuals of CETA summer funds.

In cases where there have been few precedents for CETA-LEA cooperation, the substance of the agreements is still at a very tentative stage. Policy seems to have taken a backseat for the moment, to more pressing operational matters of hammering out the framework for LEA agreements, appointing persons to administer programs and identifying and enrolling program participants. As the programs encompassed by the agreements are established, there is certain to be more attention to the large policy issues. Then changes may be made. This is not to say that joint CETA-LEA activities are devoid of substance. Some have been carefully considered. But some of the policy issues behind the interest in institutional change have not been very well articulated by local planners, and change appears to be, to some extent, the product of chance.

In a few areas, officials seem to have a grasp for the significance of strong links between the manpower establishment and the education establishment. In North Carolina, the full State Board of Education and the North Carolina Employment and Training Council sat down together for the first time ever. Governor James Hunt took part in the meeting, urging cooperation "to help coordinate a state-wide effort to forge an unbroken link for youths between school and work." (R. C. Smith, Page H-19). Schools in North Carolina Balance of State are receiving approximately 60 percent of the sponsorship's YETP allocation. The Balance of State prime sponsor is also closely monitoring LEA activities and is pushing joint program activities and services tied to other CETA programs. The state has also gone so far as to include a provision explicitly prohibiting LEAs from supplanting YEDPA funds for state or local funds.

Sensitivity to the need or to the potential for closer CETA-LEA ties is not universal, however. The first reaction of the Oregon State Department of Education to one county's proposal for augmenting its CETA-LEA project was discouraging. The State Department of Education objected to a proposal for a career exploration and experience component. As a departmental committee put it, the objection was based "... not so much on the proposal itself as on the involvement of CETA in the project." The feeling was that such a connection "endangered the possibility of program success, and greatly limited its tranportability." (Bonnie Snedeker, Page I-18). After some strong reaction to the committee report, a new letter was issued, retracting the earlier statement and affirming the belief of the department and the committee that "such linkages to various segments of the community are vital to vocational education in the state." (Bonnie Snedeker, Page I-18).

For the most part, there was an absence of a persuasive state role either encouraging or hindering LEA connections with CETA. The forum for establishing the CETA-LEA contact was usually at the local level, or between local (or county schools) and balance of state CETA offices.

Keeping in mind the usual cautions against generalizing about anything as decentralized and decategorized as CETA and the educational system, some patterns do emerge from the CETA-LEA experience so far. CETA-LEA agreements fall into two general groups. Those that set up LEAs as relatively autonomous program agents, and those that set up the LEAs as integral cogs in a coordinated system attempting to ease the transition of youths from school to work. The implications for institutional change vary between the two groups.

One characteristic of the autonomous LEA program agents, is the lack of concern for dropouts or graduates who lack even basic reading and math skills. Many of these persons find themselves getting little out of CETA job training, because of their poor education history. A hope of YEDPA sponsors was that CETA-LEA agreements would be instrumental in providing this population with a second shot at basic education opportunities. Frequently, this is not happening within the independent LEA programs. They are limited to expanding services or providing new services to students already within the school system. Marin County schools, receiving 40 percent of the county's YEDPA allocation, is focusing entirely on students, because both the LEA and CETA officials feel in-school youth have been shortchanged. Part of the rationale, however, in concentrating on in-schoolers is to prevent dropouts. Schools in the Grand Rapids consortium, receiving nearly half of the YETP allocation, are serving only current students. Dropouts go through a different channel and are served by community based organizations. A similar approach is followed in Kalamazoo. The comments of one Kalamazoo CBO staffer imply that the schools will continue the pattern: "Once he's out of the system, the schools feel that he's not their problem anymore." (Peter Kobrak, Page C-46).

By concentrating on students still in the system, it is not clear that the LEAs running autonomous programs are contributing in any substantial way to achieving the broad goal of encouraging change in institutional relationships, or the more specific objective of bringing youth back to school. They do not appear to be doing much to change the nature of the institutional linkage between schools and employers, nor are they systematically complementing the service capability of prime sponsors.

However, even where schools are running relatively autonomous and isolated programs, there is solid evidence that there is at least one internal institutional change: the emphasis on bringing economically disadvantaged students into the mainstream of ongoing programs. The YETP-targeted youths are being included in career exploration, vocational training, and cooperative/distributive education programs in which they had not been participating before. The danger -- and this will bear watching -- is that schools will just go through the motions of enrolling them without taking the effort to provide the extra services these youths may need. If the schools have the capability and the interest in providing extra support, the newly enrolled youths may succeed. Some schools do show signs of taking this commitment seriously. Many schools are first providing youths with counseling and guidance services, and some work experience before they place them in more demanding cooperative education programs. But for the schools lacking the capacity to handle the special needs of some underachievers, the isolation from the extensive CETA support services may prove fatal to the effort.

In some areas, prime sponsors and schools are working out agreements that reflect a team approach. The implications for institutional change in those cases seem much more promising. Sometimes this strategy is deliberate. The Muskegon consortium requires all its contractors to enroll a proportion of dropouts, with the idea that they can be brought back into the educational system. The larger CBO contractor there is placing enrollees in a summer school program. One of the schools is enrolling dropouts in its Adult Education program. One of the consortium goals is to start dropouts in high school completion programs in September. The careful attention of the consortium's administrators to the role of LEAs as more than autonomous contractors provides promise for a comprehensive education-employment-training network for youth.

In other areas, that kind of network appears to be developing, but it appears to be more as a function of chance. In Sonoma County, there is a history of hostility between the school districts and CETA. Furthermore, the schools have not served potential dropouts well, and have ignored the plight of dropouts and problem students. This is showing signs of changing. Sonoma has a new CETA administrator, and the LEA agreement appears to be bringing schools and the CETA establishment together. The Coos County Intermediate Education District in the Oregon Balance of State prime sponsorship is developing a new program model linking high school occupational curricula to a program of career employment opportunities. The program, designed for high school dropouts and other non-students, consists of two components: enrolling youths in high school, GED programs, or community colleges, and placing them in individualized work experience slots. Portland school districts are running a work experience program for in-schoolers and out-of-schoolers, that steers dropouts towards reenrolling. Drawing on a history of earlier cooperation with the prime sponsor, the schools are also offering extensive career development assistance services.

In areas like Portland, it appears that the kind of CETA-LEA linkages that national policymakers are hoping for, are already well on the way to being forged. In other areas, prime sponsors and LEAs seem a little further back in a process that could lead to substantially new relationships between the two. But a blueprint for change is lacking. In Cook County, for example, it appears that the prime sponsor is not succeeding in developing a jointly sponsored comprehensive system of service delivery. Despite prime sponsor encouragement to have the schools serve dropouts, only 1 out of the 5 agreements available for study provided for any services to dropouts. Only 1 of the other 4 was geared to provide remedial education. Neither prime sponsors nor LEAs are providing much leadership for strategic planning. Where leadership is present, the LEAs and/or prime sponsors are experiencing little success in steering other players towards building a system of complementary services. This syndrome -- so prevalent among the prime sponsors included in this study -- appears to be characteristic of first year operations. The notion of a blueprint for overall strategy may be premature. In the press to implement a large and complex program, prime sponsors and LEAs alike were swamped with a host of administrative demands. The development of LEA agreements consumed a great deal of time, and some prime sponsors used up the reservoir of good will just getting their feet in the door. They were not in the position to pursue some of the larger policy objectives that entailed complicating the already confusing administrative maze. In short, some of the goals national policymakers have attached to CETA-LEA agreements will have to wait. But with schools and CETA officials at least on talking terms, further refinements in the specific provisions of CETA-LEA agreement seem much more feasible now then they did a year ago.

Although progress to date, and the potential for further progress, is encouraging, prime sponsors and LEAs have encountered some common problems in negotiating CETA-LEA agreements: distrust, differences in standards, differences in perspective, and differences in organizational objectives. They are the kinds of differences inherent in the nature of changing institutional relationships. Short of changing human nature, there is little that can be done about many of these difficulties. They are part of the "ordeal of change."

There were also the inevitable time pressures that prime sponsors find themselves working with whenever a new CETA program is established. The planning process was telescoped into a few weeks and prime sponsors had to advertise for program contracts, review bids, and select performers, in a short period of time. Adding to the misery of prime sponsors were other CETA mandates, such as expanding public service employment quickly. Many also found it politically dangerous to ignore opportunities to apply for YEDPA discretionary money and YIEPP grants. Nearly all prime sponsors passed their deadlines for negotiating LEA agreements, with nothing on paper. The sponsors themselves were too busy, and the LEAs were not accustomed to moving quickly. Yet in spite of the difficulties and delays, the agreements have been completed for the programs ending September 30, 1978.

Negotiating details for the following year should prove easier in many respects. Prime sponsors will be contending with ongoing programs, and some basic formats for LEA-CETA cooperation have been established. The first year's experience, however, has highlighted some basic problems. They all trace back to the incompatibility between the prime sponsors' federally-linked program year and the LEAs' school year.

CETA runs on a fiscal year beginning October 1st. Schools usually operate on a fiscal year starting January 1st or July 1st. They also have an academic year that runs from September to June. The differences in the calendar have led to a number of problems. First, schools have difficulty hiring qualified persons they would otherwise be able to pick if the planning years were compatible. As it stands now, a school employee working in a YEDPA job must risk being out of work from October through December (or June, depending on the school's fiscal year) if YEDPA funding does not come through in October. Some schools are gambling, hiring persons, with commitments to keep them at least into January. This approach gives them more programming flexibility and permits greater program expansion. But any interruption in funding would be very disruptive, forcing layoffs and effectively isolating the new programs.

Other schools are not risking those hazards, and are instead, simply adding the YEDPA load to current teaching, counseling, and administrative loads. By using the same persons in the YEDPA activities as are in regular school programs, the latter strategy sometimes assures better integration of employment and education programs. But in the schools wnere employees already have heavy workloads, the extra burdens represent a hardship for teachers, counselors and administrators, and force them to give too little attention to YEDPA enrollees. Local decisionmakers have to balance the strengths and weaknesses of the minimal change approach, with the high costs of errors that are inherent in the former strategy.

Another problem arises from the lengthy lead-time that schools take for programming and budgeting. For example, schools in Muskegon and Kalamazoo traditionally complete planning in early spring -- just as YEDPA planning for fiscal year 1979 was starting. This is leaving little time for careful program development.

Schools are also encountering difficulty in coordinating class schedules for in-schoolers participating in YEDPA. Schedules for the fall semester are made up in the summer or spring, before YEDPA work and service schedules can be established. The summer vacation schedules for school personnel complicate the problem. This means that schedules must be juggled after the semester starts, a difficult and time consuming task.

In many areas the difficulty of synchronizing YEDPA activities to the school year is not expected to be a serious problem. In some areas, though, it is dimming the prospects of any joint efforts by prime sponsors and the schools. One CETA official noted emphatically: "It could be the difference in the long run between YEDPA's success and failure." (R. C. Smith, Page H-20).

CETA and the Private Sector

CETA has been criticized frequently for its emphasis on the public sector: training enrollees for public sector jobs and placing jobless persons in public service employment. With five of every six jobs being in the private sector, there is merit to the criticism. In fact, no one has deliberately stood in the way of CETA-private sector cooperation. There is great sentiment among CETA supporters at the national and local levels, favoring a closer prime sponsor tie to the private sector -- businesses and unions. But neither labor market conditions nor the institutional orientation of CETA, on one hand, or private employers, on the other hand, have fostered much cooperation.

YEDPA was written to encourage prime sponsors to change their orientation, making them more attractive, and receptive, to private sector interests. The first interim report of YEDPA at the local level demonstrated that prime sponsors are taking the initiative; but that private sector interests, for the most part, are not responding. There has been no dramatic change since that time. Neither does there seem to be much promise for any breakthrough, similar to the breakthrough with LEAs that now seems possible.

However, there is scattered evidence of some genuine contact, dialogue, and action. The progress is hardly a quantum leap, but it could presage the kind of modest, undramatic breakthrough that will mark change on this front. In Durham-Orange, local employers and other private sector representatives are cooperating with the prime sponsor and the local schools, in putting together a resource directory of experts to be used for career planning. In Cobb County, the training contractor, Industrial Technology Career Center, is associated with Lockheed. It is hoped that the connection may improve private sector placements in general. The City of Portland is contemplating buying training for CETA participants from major firms in the area. The Mayor of Portland is actively involved, trying to persuade corporate executives to back the youth programs. Two projects in Oregon have had substantial success with private businesses. In one project, half the YETP enrollees are in private sector OJT slots, thanks to an ambitious selling job by the project counselor. A YCCIP solar heating project has had the effect of stimulating private investment in the solar heating business. The new commercial activity should be able to absorb the YCCIP enrollees ready for placement in unsubsidized employment. In Lane County, LEA staff are expecting to be able to develop OJT contracts and to place YETP enrollees in private sector jobs. The feeling among LEA staffers is that they will have more success than the CETA system alone, "... because they represent a stable mainstream institution." (Bonnie Snedeker, Page I-19).

There may be a degree of bias in the judgment of the Lane County educators. But, it seems significant that so many of the cases of private sector links involve schools. This may be one more spillover from progress on the CETA-LEA front.

With a few notable exceptions, unions remain only peripherally involved with YEDPA. San Francisco's largest YCCIP project was union initiated and is union supported. It is a Painters' Apprenticeship program which would appear to have potential as a model, were it not for the fact that the conditions there, especially the union interest, seem to be more the ideal than the norm. In Oakland, after some initial union resistance, there is union support for its YCCIP programs. The unions plan to submit proposals for their own YCCIP project in FY 1979. However, unions, for the most part, continue to provide little affirmative support for YEDPA at the local level. More often than not, they make themselves heard only when their interests seem to be threatened.

The connections of YEDPA-related programs to private sector interests still have a long way to go. Private employers are frequently suspicious of CETA red tape. Child labor laws and insurance regulations frequently make it more difficult to hire youths, and put a damper on the willingness of private employers to get involved. Of course, the effects of a sluggish economy are critical. One attempt in Clark County to develop ten on-the-job training positions failed because no commitments could be made. But some basic institutional prejudices persist and also stand in the way of progress. An LEA project in Cook County that was going to rotate youths through private sector jobs was rejected by the DOL regional office. An industrial representative who was chairman of one youth planning council, resigned when state and federal officials told him that the youth programs were intended only to provide economic relief and assure constructive use of enrollees' time. The officials were not interested in his thoughts, as a representative of that area's largest employer, about what youths need to prepare themselves for employment.

Where biases like these persist in the CETA establishment, the youth initiatives can have only limited impact as tools for forging closer private sector links.

CONCLUSIONS AND RECOMMENDATIONS

The experience of prime sponsors so far suggests, on balance a significant record of success in implementing YEDPA and achieving its goals. Local experiences also suggest some measures that might be pursued at the federal and local levels in order to improve performance even more.

(1) *Knowledge Development.* YEDPA marked a new emphasis on prime sponsor involvement in evaluation, research, and demonstration activities. The stress on creating a new prime sponsor role in these areas naturally brought with it a need for a great deal of guidance. It also brought with it the realization that in the first year accomplishments would be limited. On the positive side, it appears that many prime sponsors *did* increase evaluation activities. A minority tried out new approaches, directly in response to the call for knowledge development. A handful attempted structured local experiments. It is almost certain that these types of activities were far more prevalent than they would have been in the absence of the emphasis on local knowledge development. These developments may help prepare a base for absorbing the lessons of nationally directed discretionary knowledge development activities. They may also lead to improvements locally.

It is doubtful, however, that local knowledge development activities will substantially improve overall understanding of youth problems and programs. There is uneven capacity among prime sponsors to undertake this function. There continues to be a good deal of confusion about the substance and form that knowledge development should take. The Department of Labor provided too little guidance about how prime sponsors might approach knowledge development. In the face of the ambiguous, open-ended knowledge development requirements, many prime sponsors did very little, or tried only to respond to what local officials thought that DOL officials wanted. Others attempted to set up excessively sophisticated research projects that, by attempting to do too much, probably will accomplish very little.

The Department could remedy this situation by providing more technical assistance, directly to prime sponsors, or indirectly, by facilitating communication among prime sponsors. The Department should also assure that there is some minimum degree of agreement among the regional offices, with respect to what knowledge development is, and what is allowable in the name of knowledge development. Further guidance on knowledge development should encourage a link between what is being labeled as "knowledge development," and other evaluation/monitoring activities.

(2) The site reports suggest that supervision and job enrichment have been given heavy emphasis by CETA prime sponsors; to the extent that these factors affect the impact of work experience, the new youth programs have produced major improvements. YCCIP, which was designed as a well-supervised work experience with limited enrichment, has been linked with other programs to provide more than work experience alone.

Under YCCIP and YETP, prime sponsors are giving much attention to career exploration for youth through actual work experience and through more structured occupational information channels. The accent on placing youth in career-related jobs is proving to be impractical. Some youths have not thought about career plans. Others have either, what might be considered unrealistic plans, or plans for jobs that do not fit in with the youth jobs that are available. The emphasis on career-related jobs is also premature for many youths, in the sense that they have only the vaguest notions about the world of work. Before they can appreciate the differentiating details of different kinds of jobs, they need to understand the common requirements of all jobs.

On the other hand, vocational exploration classes and counseling seem to be more effective mechanisms for providing exposure to different career options. To the extent that career exploration is emphasized, prime sponsors should be encouraged to provide it through counseling and classroom experience. The highest priority in any job development campaign should be on work experience that teaches, at a minimum, basic work habits, and the importance of those habits.

While prime sponsors have increased emphasis on private sector linkages, and while their efforts have had positive effects in few cases, continued emphasis is needed. Prime sponsors should be encouraged, more than they are already, to attempt to establish a strong bond with private sector interests. More practically, they should be encouraged to evaluate job slot development plans with reference to how much of what is learned in a certain job is transferrable to private sector employment.

(3) Prime sponsors have followed the regulations requiring youth membership on youth advisory councils. However, the advisory council appears to be a poor vehicle for increasing youth participation in prime sponsor affairs. The councils themselves are often mere figureheads, and youths on the councils are not participating very much. Some sponsors are experimenting with alternative modes of participation, and are enjoying some degree of success.

Although Departmental guidance on increasing youth participation is not limited to youth advisory councils, there should be more emphasis on prime sponsors experimenting with other forms of participation.

(4) The YEDPA legislation provides prime sponsors with a degree of latitude in choosing who to enroll in youth programs. However, the Employment and Training Administration has gone beyond the legislation in emphasizing targeting on youth most in need. Prime sponsors have responded positively, by consistently aiming services for economically disadvantaged youths. There may be some force of habit in effect, but local pressures for serving those most in need are also persuasive. Enrollments should be monitored to see whether prime sponsors continue to concentrate on serving economically disadvantaged youth. If/when there is a shift in targeting, further monitoring should be undertaken to determine whether there is a reasonable basis for such shifts.

Prime sponsors are seriously underenrolling females in YCCIP projects. It is not clear whether this is due to relatively few females in the YCCIP applicant pool or to discrimination in job placements. In either case, prime sponsors should be encouraged to undertake more outreach activity, so that female enrollments in YCCIP can be raised.

(5) Substitution of YEDPA resources for Title I resources is not proving to be a serious problem. In fact, there has been a remarkable degree of utilization of other services and programs to enrich the youth initiatives. However, substitution of YEDPA resources for non-CETA resources could prove to seriously diminish the impact of the new funds. There is little that can be done, legally, to control that kind of substitution. But where legal recourse is limited, moral suasion might be more effective.

One way to increase the interests of local sponsors and non-CETA institutions in minimizing substitution is to give them a stake in the action. This, unfortunately, is easier said than done. Sponsors are already being encouraged to build links with other agencies and private sector interests. But this should be pushed even more, on the grounds that a broader local base of participation will better assure a broader constituency interested in stretching YEDPA resources to the maximum. It would be naive to assume that a coherent sense of purpose among many players could be developed, or that this alone will prevent substitution. But since the substitution phenomenon is so nebulous and difficult to control at times, more effective solutions may not be feasible.

(6) Community based organizations are thoroughly involved in the youth program delivery matrix. Although performance differentials are hard to detect, the CBOs do broaden the base of local participation. The current provisions giving them special consideration in the selection of program delivery agents, and including them in the planning process should be retained.

(7) YEDPA shows promise for altering institutional roles and relationships at the local level. Local schools are central to this effort. But there are some obvious limitations on how much change the Department of Labor can leverage in LEAs, by using prime sponsors. LEAs are not accustomed to receiving guidance from CETA prime sponsors. Under the best of conditions, prime sponsors can hope to affect local education policy only marginally. In some of the worst cases, LEAs and sponsors do not speak at all.

For these reasons, the Department of Labor should explore alternate channels for affecting education decisionmaking at the local level. Until those other channels for communication are identified and utilized, many schools will fail to meet the needs of youths who could otherwise be served under cooperative arrangements with LEAs and prime sponsors, or even through the LEAs alone.

One of the significant patterns that seems to be emerging is the presence of LEAs where CETA-private sector links exist. It is possible that LEAs may provide the missing piece necessary to complete productive relationships between public sector CETA agencies and private sector employers. The Department of Labor should examine CETA activities that involve private sector ties, to see whether LEAs play an integral role. The Department should also study some of its exemplary CETA-LEA projects to evaluate their private sector links where they exist, and to estimate the feasibility of such links where they do not exist.

PART TWO

CASE STUDIES

SECOND INTERIM REPORT

YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS ACT

CONNECTICUT

Peter S. Barth

May, 1978

Introduction to Second Interim Report

Four months ago a first interim report was prepared on the implementation of YEDPA by three prime sponsors [Hartford Consortium (H), City of Waterbury (W), Balance-of-State (BOS)] in Connecticut. Since then each of the prime sponsors began to operate programs according to plans submitted by them to the Regional Office of DOL in Boston. The first report concentrated on the planning process which was not finalized for all of the prime sponsors at the time of writing. While the planning phase has now passed, not all programs under YETP and YCCIP are actually in full operation. Indeed, certain programs have begun to enroll youths only in the past few weeks. Thus, certain "start-up" problems of operation remain and uncertainties exist for purposes of evaluating them. Nevertheless, a picture is beginning to emerge of how YEDPA is being carried out. While there are certain commonalities for the three prime sponsors that will be noted below, there are striking differences as well. The latter are sufficiently large to suggest that broad, sweeping generalizations about YEDPA--in Connecticut at least--should be avoided. A benefit of such variable experience may be that it allows us to seek out those factors that contribute to these differences.

As in the first interim report, the framework for this one will be a common outline prepared for each of the evaluators. Within that, the experience of each of the prime sponsors will be described, along with a summary, wherever that appears to be warranted. In some instances the experience of each of the prime sponsors will be sufficiently similar so as to allow a single response for all of them.

I.

A, B, C (H) At present the knowledge development activities of the prime sponsor are more modest than originally proposed. In the grant applications the YETP suburban component was to allow for job site rotation to provide enrollees with greater flexibility in dealing with changes in job preferences and changes in occupation demands of the market place. At present there is no job site rotation. Some rotation of jobs at a particular job site is planned if the program is renewed after September. Originally, the YCCIP was said to be designed to test whether labor intensive activity coupled with academic credit would induce participants to return to school. Since school credit could not be arranged, that aspect of knowledge development has been dropped.

What remains is first to compare the results of the YCCIP program with the YETP programs to see if labor intensive projects with minimal service support (i.e., YCCIP) will serve the enrollees any better or worse in the job market than programs with greater support services and more emphasis on education (i.e., YETP). The YETP groups will also be compared with a control group consisting of eligible applicants not selected for the program.

The objective here is to find out if the YETP enrollees perform any better in the job market than those not selected. Also, since part of the YETP program is designed to relate education to job skills, do YETP enrollees have lower dropout rates than those not selected? Both the YETP participants and those in the control group will be given pre and

and post program tests. Follow-up procedures to be implemented include a comparison of pre and post test scores, Board of Education records for graduates, State Employment Service records for job placement, and CMP records for placement in other CETA programs. Whether any of the above will actually be carried out, and whether such efforts shall be methodologically sound remains to be seen.

In addition to the above, the Prime Sponsor has asked CREC (the program operator for YETP in the towns outside Hartford) to evaluate its efforts. To do so they shall retain an education evaluator on the faculty of the University of Connecticut.

(BOS) (W) These two Prime Sponsors are not developing any real knowledge development programs. Essentially, they plan to closely monitor their projects through the use of management information systems. Each has developed a battery of forms that allows them to stay abreast of activities by the program operators and the enrollees. This can serve as an early warning system, provides for compliance checks, eliminates major surprises at the end of the program and so on. In short, these activities allow for better ongoing management of programs.

Aside from knowledge development in the formal sense, program operators continue to gain valuable experience in the course of running their programs. Some of this wisdom could be retained and shared but as yet there is no formal mechanism for doing so. For example, one program operator suggests that his problem of high turnover and absenteeism could be reduced if he were allowed (the BOS will not) to develop a more tangible reward for better attendance, performance and development. This program operator also rued the absence of a well-written guide for "rookie" operators so as to speed their learning based on other operator's experience.

D. and Summary. While the Prime Sponsors find that the Labor Department has given them very little flexibility in planning and designing programs, they have limitless room in creating useful knowledge development packages. None of the primes really knows what is wanted of them, and none have the tools to provide useful and replicable guidance for DOL. One of the three has not bothered to make even a pro forma effort to do knowledge development. At the other end, another prime is going through many of the motions, largely to satisfy DOL. As such they see these efforts as one more hurdle that must be cleared in order to satisfy Washington and the Regional Office in order to assure a continuing flow of funds under CETA. By contrast, all the Prime Sponsors maintain management information systems and these would be operative regardless of the new thrust for knowledge development. Thus, there is some new activity, but less than one might expect, and its productivity will probably be very limited.

II.

A. (H) This prime sponsor appears to be very interested in the quality of the work by youth. There is a continuing concern, however, that a much wider range of meaningful youth jobs, particularly as this relates to the individual's long term success in the labor market, is being closed off by limiting work to the non-profit sector only. Since the bulk of these youth will eventually be in the private sector when they are employed, and since there are differences in working conditions between the two sectors, this prime sponsor feels that the opportunities for training youth are being limited.

(BOS) The program operators appear to be carefully watching the type of jobs that are going to youth. Some job development actually began before the program started up, thus giving the program operator more time to find suitable positions. At least one program operator, however, complained that the pressures to identify job sites for individuals before the person's attributes were known created some problems. Moreover, the very low skill levels of many of the participants greatly restricted the range of acceptable jobs.

(W) The Waterbury Prime Sponsor has developed a reporting system that carefully tracks the work and progress of each youth participant. If trainees or supervisors are dissatisfied with the progress of the person, the individual will be moved. During one of our site visits, two youths were found to be sweeping floors, a lower level task than had been promised to the program operator. Both the CETA staff and program operator personnel assured us that the situation would be dealt with directly--either the youth will be moved or they will be doing the work they were promised. Generally, the work being done is both useful and contains some elements of training.

B. (H) Under YCCIP extra supervisors have been hired for one of the major projects using Title 6 to assure a low ratio (about 4 to 1) of enrollees to supervisors. In other YCCIP projects additional volunteers are being used as supervisors. In one of the YETP programs the program operator is hiring work-site supervisors using Title 6 funds.

(BOS) On-site supervision, generally, involves a ratio of about 5 or 6 to 1. When specialized skills are being demonstrated staff may be moved so as to provide more intensive supervision at that work-site. Absorption of new duties by existing staff was more common in administrative activities than at the job supervision level. In each of the CBO's visited, the counseling and/or supervisory staff had been expanded.

(W) There is no new or added supervision being brought on for the youth programs. For the YETP programs, the job sites each take only a very small number of trainees. In the YCCIP, there is very close supervision provided by the program operator but this largely entails the shifting of time and work assignments rather than the employment of new staff. In one instance, a trainee has already been moved into a supervisory program.

C. For none of the Prime Sponsors or program operators does there appear to be a separate class of jobs reserved for youth. Some of the jobs are quite low level but there is no evidence that these are only "fit" for youth.

D. E. (H) Under YETP, at least one high school course must be related to the job experience the enrollee is receiving. Obviously, there are problems here given the delays in beginning the program and its relationship to the planning of curriculum by students during the school year cycle. Remedial courses are being made available to enrollees either during a free period at school or one day a week at the job site. There will be no academic credit for YCCIP youth (all of whom are out-of-school) and while there were plans for such credit for work experience under YETP, there have been problems that are currently being resolved.

In YCCIP a professional group will audit the work-site supervisors to assure that the training is being done well. Enrollees will be tested at least twice in the course of the program as to the skills they have acquired. There are plans to videotape the youth at work so as to better evaluate and document their skills.

One of the program operators under YCCIP expressed some ambivalence regarding the educational objectives of the program. The enrollees are being taught some basic job skills so that they move into unsubsidized employment when the program ends. Yet, the enrollees are to be encouraged to return to school. If the program is successful in making the trainee job-ready, the individual almost certainly will not return to school. If the program fails to prepare the youth for work, only then will they possibly return to school.

(BOS) There is a large range of variations found for this Prime Sponsor. Two of the CBO's visited serve as polar examples. In one out-of-school program in-class education (of up to 15 hours a week) is regarded as an integral part of the program. This classroom training does seem to be closely related to the individual's work experience, especially for clients who are placed in clerical positions. Youth in this program are also strongly urged to prepare for high school equivalency exams. In another CBO there is no classroom training and the trainee immediately enters a work experience program which involves a regular rotation of job sites. This rotation is designed to expose the youth to a variety of occupations and skills. These youth are also encouraged to pursue high school equivalency status or to return to school. Generally, there is no academic credit being given under either YETP or YCCIP for work experience. Partially, this results because many of the programs involve out-of-school youth who show little interest in securing such credit, or in returning to school. For them the most likely road to a high school diploma is the equivalency exam, and program operators are providing encouragement and assistance along these lines.

In some programs, academic credit could easily be justified. One YCCIP program operated by an environmental education and recreation center seemed to be offering a type of work experience which related directly to certain segments of the high school curriculum, but no formal academic credit had been arranged. In that program, as in most of the others, competencies are recorded and documented, often in the form of monthly progress reports submitted to the prime sponsor.

In other programs, the training may barely conform to the training one expects in a high school. As such, efforts to force the program operator to make work experience more "academic" would directly conflict with efforts to assure that the youth are getting "marketable" skills. In such instances both the trainees and the program operators seem to prefer the latter course.

(W) Most YETP participants are involved in conventional in-school education programs each day. For those who are not the Waterbury program is clearly aimed at having most return to school in order to graduate. Each of the programs is small enough that the particular needs of an individual can be linked to his/her work experience. Academic credit for work experience is still at the discussion-negotiation stages. Generally, there is not a serious linkage between work-site experience and the content of the academic (full-time) training. In one program, for in-school youth, there is a special tutorial arranged each day after school and work, but it is not systematically tied to the job being performed.

Academic credit is being given for the classroom training being given in art for YCCIP youth, all of whom are out-of-school. However, since the education program is being given by a local community college, and since these are persons without high school diplomas, the academic credit is of no use to them presently. Should they ever finish high school and eventually enter an institution of higher education, then these credits may be of use to them.

F. There has been no obvious restructuring of jobs for youth. The major accommodation that has occurred is simply to adjust for the available hours of work for in-school youth.

G. Youth from each of the Prime Sponsors' areas and from a variety of programs were interviewed. At this early stage, at least, they all see some value to them in terms of career development from participating. Frankly, it seemed premature to be asking such questions and it was difficult to judge the extent of their conviction on this issue. Some participants may have responded this way because they sensed that this is what we wanted to hear. Moreover, the youth seemed to like earning a paycheck and their fear of losing this may have prompted their responses to this query.

Generally, the persons interviewed appeared to be very uncertain about their career plans. Moreover, where they thought they knew what they wanted, their knowledge of job market realities appeared to be shaky at best. One girl, working on an art project for school dropouts that so far has meant painting signs, saw her training as helpful in becoming both an interior decorator and a clothes designer. This may be more or less likelier than the parolee in a 4-H camp conservation project who expects to race motorcycles professionally. By contrast, an emotionally handicapped veteran in the same project wants to pursue a career in camp counseling or forestry.

In Hartford, members of YCCIP are being trained in construction type skills. While these youth can readily see the links between their activities and eventual entry into the labor market, jobs for construction workers in Connecticut have been extremely scarce, relative to supply. Thus, the participants may benefit from learning basic industrial discipline but even here, where the relationship to private sector employment activity is most clearly identified, there may be little congruence between expectations and future reality.

H. (H) The YCCIP projects in Hartford will have several identifiable outputs. Some of these include a produce garden, an art project with posters, signs and building murals (designed to provide a greater sense of community in a largely Hispanic neighborhood) and a photography exhibit. Most significant, however, will be an effort to renovate two buildings in that community.

(BOS) Most YCCIP projects here will involve some tangible product. Some include the renovation of structures, as well as conservation activities.

(W) The YCCIP project involves the youth in preparing art projects. Currently, they are completing individual murals on the walls of the YMCA swimming pool. Other such projects are lined up for when this has been completed.

Summary - Item II.

The problem of timing, described in the first interim report, greatly impaired the planning process. Now, delays in implementing the projects--much of this attributable to unrealistic time frames--have handicapped some of the projects. Job development was delayed as was the identification of trainees. Obviously, all this contributes to a less than ideal matching of trainee needs and appropriate work sites. Yet, each of the Prime Sponsors and the program operators are attempting to avoid a straight income-maintenance program by identifying real work experience for these youth.

Moreover, the timing problems that hampered the planning effort and delayed the onset of the programs has led to almost no satisfactory resolution of the issue of providing academic credit for work experience. Similar problems will probably be much rarer after this initial experience.

It should also be noted that a rigorous definition of "quality" has been avoided here. It is extraordinarily difficult to find agreement as to what this means, particularly when the assessment is made by middle-class individuals who may scarcely sense the true labor market opportunities for unemployed, minority, school-dropouts. One 11th grade dropout indicated to me that if he returned to school, he would like to begin in the 9th grade since he felt everything since then had "missed him". Clearly, the basic quantitative and communicative skills needed for most quality jobs--either presently or in his future--are lacking. Only if those are provided will the quality of employment have meaning for him.

III.

A. (H) The Mayor's Youth Commission elected two members to serve on the Youth Planning Council; one is a voting member, the other is an alternate. Unfilled youth vacancies still exist on the YPC.

(BOS) At the BOS level, youth representatives on the youth sub-committee of the Manpower Planning Council have largely been drawn from youth organizations in the state. The individuals selected are typically officers of the organization. One YETP-eligible youth was also selected for the Youth Subcommittee.

(W) Youth members of the council were selected from a list of nominees submitted to CETA by each of the program operators. Each provided two names and two finalists were chosen. The final selection was based on CETA staff recommendations and an endorsement by the full Planning Council.

B. (H) One of the two elected youths on the YPC was interviewed. She found the position exciting and important and clearly attached "positive value" to her involvement. However, she also felt the older members of the Council often wasted the Council's time talking around the issues. Generally, the YPC has been a largely pro forma exercise. The only significant decision it has made was selecting among several projects to absorb the $75,000 in "lag funds" that developed in the course of implementing YCCIP. On a more positive note, one of the youths on the YPC introduced a motion to open YCCIP recruitment to any eligible consortium resident. This motion was approved by the HAMPS (CETA's planning council) Executive Committee. (But all agreed that it was not likely that non-Hartford youth would get involved.)

(BOS) One of the youth members (a former CETA program participant) of the Manpower Planning Council's Youth Subcommittee was interviewed. His impression of the Council's work and the role of youth was quite favorable. He felt that some decisions had been affected by the presence of youth members. He also argued that a larger number of youth on the Subcommittee was warranted and desirable.

(W) One of the two youth on the Council was interviewed. While he thought it constructive to have youth on the Council, his impressions of the group's contribution were not very favorable. Absenteeism at meetings has been common. Much of the time is given over to CETA staff discussing programs and money, subjects of little interest for him. He and the other youth speak rarely. However, he did like the fact that youth were given a role in decision-making in a youth program.

C. (H) That there are still youth vacancies on the Youth Planning Council suggests that youth participation is not a high priority in Hartford. Youth are not active in administering, evaluating or delivering services.

(BOS) In the BOS, there appears to be more improvement in terms of getting youth participation at the local level than at the prime sponsor level. This is to be expected as the program moves further away from the initial planning and implementation stages. At the end of 1977 the 13 Manpower Planning Areas in the BOS did not have separate Youth Councils or Youth Subcommittees. Some MPA's now have such bodies, and in some areas they appear to be a principal source of youth input. The youth selected to serve on such councils seem to be drawn from local youth groups or are former participants in youth service programs. Some CBO's have established their own internal youth councils to evaluate the effectiveness of the program and to recommend certain changes. In one of the YCCIP projects, a youth from the same operator's YETP program is employed as a secretary and is involved in the day-to-day administration of the camp.

(W) The sole input of youth in these programs occurs through the participation of the two members of the Youth Council.

D. Several youth were interviewed who have participated in other CETA programs. Other youth were uncertain as to what programs they have been involved in earlier. No clear picture emerges. Some preferred YEDPA on the grounds of more interesting work. Others felt it was less interesting but better paying--though this seemed to refer to total weekly wages, rather than the hourly (minimum) wage rate. A number of youth expressed an eagerness to work more hours--even those now paid on the basis of a 35 hour week--to increase their overall income.

Summary

Youth involvement thus far satisfies the de jure requirements of the DOL but can hardly be described as significant. Instead, the role of youth is adequate enough to be able to refute any charge that this is a youth program without any input from them. If, however, one seeks a genuine and substantive contribution by them in the programs, that will prove to be disappointing.

IV.

A. (H) The Hartford prime sponsor defines "economically disadvantaged" as those at 85% or below of the lower living standard criterion "as defined in section 94.4 (nnn) of CETA". Preference is given to this group simply by ensuring that 90% of those selected for the program so qualify. Data regarding the breakdown of enrollees by the three income categories (i.e., below 70%, 70%-80%, and above 85%) will be available in the next report.

(BOS) It appears that most of the YETP and YCCIP projects funded by the BOS have served only "economically disadvantaged" youth. Many operators seem unaware that the YEDPA legislation did not call for exclusive targeting on this group, but instead called only for "special preference" for the economically disadvantaged. In any event, there is little overt problem with "advantaged" youth being served at the expense of "disadvantaged" ones.

Some program operators report that the actual composition of their enrollment reflects an even lower economic status than specified in their proposal. One operator indicated that their recruitment followed closely the planning targets, and hence the composition of youth in their program is almost identical to their initial plans. Another YCCIP operator had been successful in filling positions with economically-disadvantaged youth, but had experienced difficulty in recruiting minorities due in part to the location of the project.

(W) Waterbury CETA is unable, presently, to provide answers on this matter. The criterion specified under the initial authorization in their plan was 85% of BLS lower living standard. In turn that was the level which they asked the Employment Service to verify for them. All Waterbury YETP and YCCIP youth were below the 85% criterion but no further refinement of that is currently available.

B. (H) There appears to be no systematic way to verify income data provided by the applicant. For out-of-school youth, employment and unemployment compensation records are checked, but there is no check for in-school youth. The prime sponsor could ask CREC and the Hartford Board of Education to include W-4 forms as part of the income record, but the youth does not have to comply. CETA is responsible for certifying the income, age, and residence status of those in the balance of the consortium. The Hartford Board of Education assumes this responsibility for the urban YETP program. Apparently this status is not reconfirmed once the youth is in the program.

(BOS) (W) Certification for all program operators in BOS and in CETA Waterbury is performed by the Employment Service. There is a legal-technical issue (dispute) as to the responsibility in cases where an improper certification has been granted. Regardless of the outcome of this, the process is being left to the Employment Service.

C. (H) Job slots have been set aside in the YETP program to be filled by women (50%), handicapped (7%), and those with limited English speaking ability (15%). The CBO's and NBO's have been encouraged to refer applicants who would qualify for these slots to the prime sponsor. No data are available yet since the program has only begun very recently.

(BOS) All program operators contacted seem to have on-going procedures for giving special preference to minorities, women, offenders, handicapped, etc. Typically, they rely upon a network of referral relationships with other community agencies, guidance centers, correctional facilities, parole officers, hospitals, youth organizations, etc. In addition to these links, some CBO's have established their own recruiting department.

(W) There is a YETP project aimed at retarded or slow youth in order to provide them some work experience. One large program operator has traditionally provided services to the black community and is now finding few white youth participating in this project.

D. There is no evidence available to us on the problems of non-CBO's in finding economically disadvantaged youth. But for all of the prime sponsors and program operators contacted, the response has been a clear and unambiguous one--there is no problem in locating participants who meet the DOL criteria. Instead, the problem universally (at least in Connecticut) has been how to ration the limited number of program slots among the number of eager and seemingly eligible youth.

E. Based on superficial impressions and somewhat casual (and awkward) interviews with trainees, they do appear to be poor youth. It would be a mistake, however, to underestimate the "street-wiseness" of youth, both poor and non-poor. The YEDPA programs are attractive to unemployed youth and as such word can spread quickly both as to its existence and the criteria for selection. In that case the prospective enrollee may bend or shape the facts slightly so as to qualify for acceptance. We are no better equipped than are the Prime Sponsors or the Employment Service to check out the extent of this fudging. It is clear, however, that the enrollees we have met thus far appear to be economically needy at least, and in other cases have additional needs for assistance, e.g., retardation, language handicaps, poor school records, etc.

V.

A, B, C. (H) The number of unemployed, out-of-school youth (ages 16-21) in the Hartford Consortium is approximately 3,600. The number of youth employed under Title I of CETA as of the end of 1977 was 832 (21 years of age and under). Hence those employed under CETA Title I represent about one-quarter of those youth believed to be unemployed earlier in the year. In Hartford YCCIP is directed solely at the out-of-school youth; this program will hire a negligible number (about 50).

About 14% of the 75,600 in-school youth in the consortium are thought to be at the 85% or below the lower living standard. This amounts to about 10,580 young people (age 14-20). YETP is projected to enroll about 350, with lag funds perhaps increasing this total somewhat. This represents a little more than three percent of the economically disadvantaged youth in the consortium. Of course, some of these disadvantaged youth, possible 30 percent, already hold part-time jobs after school. This reduces the pool to 7,400 economically disadvantaged, in-school, unemployed youth, and raises the coverage of YETP up to between four and five percent--still hardly an impressive figure.

There appears to be some substitution occurring in Hartford, but not necessarily within CETA programs. Since CETA money is available for particular programs, other public sources of funding may be drying up. For example, because the San Juan Center is funded under YCCIP, it may be that Community Block Development Grants are less likely to be directed towards the Center. Such a process simply may be permitting funding for other projects, even in the Hartford region.

Community Development money has also largely dried up in the funding of the Workplaces program under the Hartford Board of Education. The program has been retained virtually intact, however, as the urban component of YETP; those currently enrolled in the system were brought into the system before the YETP funds began to flow. If it was the case that the Workplaces program would have died when funding ran out in December, then YETP has provided positions that would have otherwise disappeared. But if the funding dried up because of the availability of YETP funding, then substitution has taken place. Even in the latter case the Community Development money diverted from Workplaces was freed up for other local requirements (but these do not necessarily involve youth).

(BOS) The following table shows Title I youth enrollments in the BOS for the quarters ending 12/31/76, 3/31/77, 12/31/77 and 3/31/78.

Group	12/31/76	3/31/77
≤18	1799 (44.1%)	1081 (18.6)
19-21	816 (20.0)	1551 (26.7)
"youth" sub-total	2615 (64.1)	2632 (45.3)
other ages	1464 (35.9)	3174 (54.7)
total	4079	5806

Group	12/31/77	3/31/78
≤18	913 (24.9)	1198 (22.1)
19-21	819 (22.4)	1272 (23.4)
"youth" sub-total	1732 (47.3)	2470 (45.5)
other ages	1932 (52.7)	2960 (54.5)
total	3664	5430

The figures in parentheses show the percentage of total enrollments in Title I programs. Note that absolute figures between December and March are not really comparable. Since the program year begins in the fall, March totals for that program year should exceed December totals for the same program year (e.g., 5806 for 3/31/77 versus 4069 for 12/31/76). One would expect age composition to be somewhat comparable.

Several patterns in the above figures are worth noting. First, between 12/31/76 and 3/31/77, there is a sharp decrease in the percentage of Title I "youth" due to a large increase in the over 21 group. The absolute number of "youth" enrollees remains virtually constant (2615 to 2632), but the composition of youth shifts away from the 18-or-under group towards the 19-21 year old group. (Note that a similar shift in the age composition of the "youth" group does not take place the following year, between 12/31/77 and 3/31/78). This shift occurs well before YEDPA, and does not seem to be related to substitution.

The second trend worth noting is that since 3/31/77, the percentage of "youth" in Title I programs has remained fairly constant (45.3, 47.3, 45.5). Over this period, the split between 18-and-under and 19-21 year old youth has also been quite stable. There is no indication that the prime sponsor increased Title I youth enrollments during the quarter ending 12/31/77, for the purpose of transferring the clients into YEDPA programs.

A third item of note is that Title I youth enrollments on 3/31/78 are quite comparable to youth enrollments on 3/31/77. It may be too early to tell, but there is little evidence yet that YEDPA has cut into Title I youth services.

Turning now to the "universe of need" in the BOS, two groups are of major interest: (1) 16-21 year olds who are out of school and unemployed; and (2) in-school "poverty youth". Based upon prime sponsor planning documents, the following table provides an estimate of the size and age/sex composition of the first group.

	Ages 16-19	
	Male	Female
# out-of-school:	11,645	9,527
participation rate:	87.4	89.5
# in the labor force:	10,178	8,527
unemployment rate:	20.1	19.5
# unemployed:	2,046	1,663

	Ages 20-21*	
	Male	Female
# out-of-school:	10,278	8,410
participation rate:	91.5	90.4
# in the labor force:	9,404	7,603
unemployment rate:	14.4	13.3
# unemployed:	1,354	1,011

Of the approximately 143,700 BOS youth in the 16-21 age bracket, 39,900 (21,900 males and 17,900 females) are estimated to be out-of-school. Of this out-of-school group (analyzed in the above table), 6,100 (3,400 males and 2,700 females) are thought to be unemployed.

In looking at in-school youth, it is difficult to assess the size of the group who might benefit by CETA activities. The total BOS in-school population (16-21) is about 103,900 (49,900 males and 54,000 females). While YEDPA programs are not restricted to economically disadvantaged youth,

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*Information for the 21 year old group was not given in BOS plans. Data on the 20 year old group was simply replicated to account for them.

virtually all programs in the BOS are focused on this group. It therefore seems reasonable to look at the economically disadvantaged segment of in-school youth. The prime sponsor estimates that about 15.2 percent of BOS youth in the 14-19 age bracket are "poverty youth". Applying this figure to 16-21 year old in-school youth, one concludes that about 14,800 of the 103,900 in-school youth might be regarded as "poverty youth" and likely candidates for CETA assistance.

While these figures are crude, the "universe of need" for the BOS seems to consist of about 21,900 youth (6,100 out-of-school and unemployed, 15,800 in-school "poverty youth"). The earlier tables give some idea about the magnitude of Title I youth operations in the BOS. If no substitution occurs, and present levels of funding are maintained, YEDPA should provide about 1,600 additional slots. About 200 of these are YCCIP slots. The other 1,400 are YETP participants, of which about 250-300 will receive only transition services from LEA's and will not engage in any experience programs.

(W) For the quarter ending March 1977, there were 314 youth out of a total of 549 participants under Title I. For the same quarter in calendar 1978 there were 313 youth out of 516 persons. Thus, the proportion of youth actually climbed from 1977 to 1978 (from 57.2% to 60.7%).

It is not possible to reconstruct the potential universe of need for Waterbury based on their plan, at this time. Apparently, there were approximately 700 youth eligible to participate among in-school persons and a somewhat smaller number for out-of-school youngsters.

YETP and YCCIP will create approximately 140 positions for youth in Waterbury. This, in conjunction with the 313 youth served under Title I suggest that CETA may be affecting a sizeable share of the eligible youth in Waterbury.

D. Aside from some concerns expressed by organized labor during the planning phase in Hartford, unions have not raised any questions about youths substituting for adult workers in any of these areas.

Summary

There is no evidence to suggest that YEDPA has caused CETA to shift other resources away from youth. Nor does there appear to have been stockpiling of youth under Title I until projects and slots opened up in YETP or YCCIP. Indeed, there was no difficulty, yet, in finding quickly adequate numbers of eligible youngsters.

Some substitution of other sorts and not involving non-YEDPA DOL programs has probably occurred. For example one CETA agency used YEDPA to meet a long-felt need to put a project in a heavily Puerto Rican area. By now doing so, it removes that need and other programs need not be so targeted. But this does not mean that youth per se will be affected by this type of policy.

VI.

A. B. (H) Under YCCIP two buildings are to be renovated in the heart of a major Puerto Rican community. (Not all the effort involves YEDPA persons.) One building that had been scheduled for demolition was turned over to neighborhood organizations for $1 while the other has been leased to that group by a Hartford bank at a rent well below the market rate. The former structure has been mortgaged through the Public Housing Corporation of Hartford--at below market rates of interest--in order to fund the supplies needed for the renovation work.

Additionally, land has been provided for gardening and other projects from the State, 4-H, the Knox Foundation and a local merchant. Thus far little has been obtained from other sources for the YETP projects. Obviously, the training given youth placed in work experience programs means that some support is being given by these non-profit organizations.

(BOS) The experiences here vary widely. Some operators report virtually no contributions of time, space, or equipment from private sources, while others cite numerous examples (lumber and other construction materials, tools, expertise, etc.). In general, the YETP programs which immediately place youth in a job tend to rely less heavily upon direct contributions. General cash contributions have been used by some CBO's to help purchase supplies for YCCIP projects. Portions of CSA grants have also been allocated to bookkeeping activities associated with YEDPA programs. The State Employment Service provides referral services and verifies applicant eligibility. Other examples of "no-cost" services used to complement YEDPA activities include: transportation services by NECTAR (a DOT-funded regional mini-bus system), speakers from the 4-H Club and other vocationally-oriented youth groups, and interpreters provided by a local community action organization.

(W) A new staff position was created in Waterbury for a youth specialist. Waterbury, as noted earlier, relies heavily on the State Employment Service for its certification procedure. The YCCIP project depends far less on materials (other than small amounts of paint and brushes) than some others found in Connecticut.

VII.

A. (H) Under YETP neither the contract with CREC (the program operator for the towns other than Hartford in the Consortium) nor the contract with the Hartford Board of Education has been finalized. The "scope of service" has yet to be settled. Apparently, part of the problem under the urban component is that the Board of Education has been trying to shape YETP into the mold of its Workplaces program. Despite this the Board has been very eager to launch the program. Indeed, the Hartford Board has actually launched the program even though funding arrangements with CETA have not yet been finalized.

The delay with the balance of the consortium appears to stem from the fact that CREC must deal with 23 separate school boards. There appears to be a reluctance to become involved with programs whose funding will eventually dry up. Each enrollee must receive official approval from an agent of the school before the student can participate in the program. This "sign-off" requirement has slowed the process down considerably. There are no LEA agreements under YCCIP.

(BOS) LEA agreements have been successfully negotiated with the Regional Educational Service Centers. These contracts have been approved by the Regional Office of DOL.

(W) The LEA agreements for Waterbury have been finalized. They provide for some guidance and career counseling to be given to youth along with some assistance in making placements for them.

B. (H) The CETA planning cycle under YETP has not been compatible with the planning cycles of local schools. The balance of the consortium has yet to get off the ground in part because the students' schedules were frozen into place before the details of YETP were disseminated. The urban component was able to begin only because the Workplaces program had already existed, thus the students' schedules had already been designed to accommodate the time for work.

CREC is now planning the fall class schedules in view of YETP requirements. Another major problem under the suburban component has been the logistics and the financing of a network of transportation necessary to support the program. Since the program is spread across 23 towns, some of them with potentially only few participants, there is uncertain responsibility for transporting students to job sites. This has also contributed to the delay in implementation.

(BOS) Initially, there seem to have been some problems, since the YEDPA programs began mid-way through the school year. However, only about a month separates the beginning of the new fiscal year and the start of the new school year, and the problems in coordinating planning activities have diminished as a result of this improved timing. There do remain some minor problems in coordinating planning activities for the upcoming school year, prompted by the extended summer vacation period for educational personnel. It appears that much of the planning by the prime must be completed before key educational personnel depart for the summer.

(W) Waterbury has faced some problems in coordinating the planning cycle of YEDPA with that of the local schools. While they have accommodated themselves to this disparity, it would greatly facilitate their program if the planning could be integrated.

C. (H) In the City of Hartford, the Board of Education awards credit through the local schools. For the other towns in the Consortium, CREC (the program operator) can award credit either through the State Board of Education or with the local boards of education.

(BOS) Where it exists, academic credit is arranged at the local level between the service providers and local boards of education. These flexible procedures are subject to limitations and guidelines specified by the State Education Department, and there is apparently some effort in the latter agency to establish a broader and more consistent policy for resolving questions of academic credit. The State Education Department is also considering applying for discretionary CETA funds to establish a pilot program in this area.

(W) This is still being established in Waterbury.

D. (H) All YETP projects involve LEA's and the agreements will provide for academic credit in Hartford. The YCCIP in Hartford does not involve academic credit or an LEA.

(BOS) In BOS, academic credit is covered in LEA agreements, and in some cases for YETP projects not involving LEA's. Similar arrangements exist for some YCCIP projects.

(W) Academic credit is being "discussed" for YETP projects that involve both LEA's and others. Academic credit is given for the in-school (community college) training under YCCIP, but it has little real pertinence presently for these youth.

E. This applies only in Hartford and there, all YETP are persons in school.

F. Out-of-school youth are not being served by school administered programs that fall outside the "22 percent LEA agreements".

G. The schools do not appear to be expanding their cooperative/distributive education programs because of YEDPA or agreements with CETA. The regional educational service centers will likely add some career counselors to their staffs to help to administer these programs where they are the program operators.

In some cases cooperative education teachers see YEDPA as being duplicative. Moreover, there have been complaints by them that funding for essentially similar programs is much higher under YEDPA than for the usual school-supported programs. As such these teachers have said that with commensurate budgets they could perform far better services than they have till now. Some teachers, counselors and administrators complain that YEDPA involves one more chore for them without either additional compensation or release from other duties.

A different problem exists where cooperative/distributive education teachers are essentially required to recommend only eligible youth for positions under YEDPA. Since many of these teachers are accustomed to working with some of a school's best and most job-ready students, there are obvious difficulties when they are limited to eligible students only, many of whom are far from job-ready. While such problems may appear to be small and essentially personal, they can lead to an undermining of the program's effectiveness.

H. Aside from the art course taught for YCCIP at Mattatuck Community College, there are no linkages. The prospects of using this course to open up more programs for CETA youth in the future seem very unlikely.

I. In Hartford the LEA agreements are YETP while in Waterbury there were no particular problems--or special benefits--in having this flexibility. However, this was not true for BOS. While the law and regulations seemed to permit increased flexibility in negotiating LEA agreements, it appears that the procedures used to approve such agreements have been less flexible than in some previous programs. The Regional Office apparently required that all LEA agreements negotiated by the BOS be submitted directly to their office for final approval, despite the fact that YETP rules and regulations stipulate that "... only (applicants and LEA's) may be signatories to the agreement." (Federal Register, 42, 9/16/77, p. 46729). This additional step required about a month to complete. It was regarded by BOS staff as an unnecessary and unproductive delay.

J. K. Not applicable.

L. For each of the prime sponsors, linkages to the private sector are fragmentary or non-existent. Aside from representation on planning councils and a few types of assistance (a bank providing a low interest mortgage on property) the private sector contacts are all with non-profit groups e.g., chambers of commerce, community organizations, etc. Essentially, there is no contact.

M. Each of the prime sponsors is stepping up its activities in assuring that labor market information is being provided to youth. For example, a number of program operators in BOS draw upon a computerized guidance job information system operated by the Area Cooperative Education Services group in New Haven. Counseling of youth occurs in all programs. Moreover, where youth work alongside adults they are probably receiving substantial amounts of "occupational information", especially when this is their first experience in working with adults.

Other. At least one other type of institutional change that has occurred due to YEDPA is the development of new ties between CBO's. There are several examples in Connecticut where CBO's are now working cooperatively where they had not previously done so. One of these is occurring in the City of Hartford where a significant cooperative venture among all major Puerto Rican community groups has developed, partially, around the YCCIP projects.

VIII.

A. There is substantial CBO activity under YEDPA but it appears to be in line with the previous CETA experience. The more experienced CBO's were largely responsible for designing their own projects while those with less experience under CETA seem to have had their projects more planned out for them by the prime sponsors. The former situations were much more common than the latter.

B. This matter varies widely in the state. Further, some project operators have never operated a youth program before but they have run programs with youth participants. Some more inexperienced program operators express surprise at the extent of absenteeism and turnover but there is no evidence, so far, that these programs are actually experiencing more of this than among more experienced CBO's, NBO's, etc. Indeed, thus far it is too soon to expect to identify different outcomes for the different program operators.

C. (H) The YETP projects in Hartford are entirely run under LEA's. Each seem adequately equipped to draw on a large pool of potentially eligible youth. The role of CBO's is limited here to YCCIP where a major program operator is a newcomer to the CETA arena. CBO's may have an advantage in getting to out-of-school youth but are probably less well able to identify in-schoolers. Intake for programs is orchestrated by Hartford CETA.

YETP youth are paid the minimum wage. YCCIP participants are paid $3.50/hour for building renovation work. A comparable non-CETA project in the area pays only the minimum wage. Other YCCIP enrollees are paid $3.00/hour and are anticipating a hike to $3.25 halfway through the program.

(BOS) The degree to which the operator seems to be "plugged" into a service delivery network seems to be less a function of its CBO-status than its previous experience. In general, the more experienced the operating agency, the more extensive the network of referral and supportive services upon which it can draw. This, of course, is one potential drawback to a "new faces" approach; YEDPA's emphasis on "track record", however, seems to have dominated the selection process. While some operators have fairly self-contained service components, the "service-sharing" mode is more common.

In comparing CBO's with other types of delivery agents, there appear to be few differences in composition of the clientele or the rates of pay (all are minimum-wage positions). The greatest difference in administrative costs are not between CBO's and non-CBO's, but rather among CBO's themselves. Even here the range is only from about 7 to 15 percent of total costs.

(W) Waterbury, as a small city only, benefits by having all of the program operators known to each other and to other agencies in the community that can provide or service CETA youth. Perhaps the ultimate in this type of setting occurs where the largest single CBO involved in YEDPA (and much of CETA's previous work) is housed in a building that holds almost every major private provider of social services in Waterbury. Some of the youth now enrolled have virtually grown up in this center and a number continue to participate in other programs there. The only way this agency has not been "plugged-in" is that whites have identified it as serving blacks only, and there has been little success, thus far, in shaking this image.

All YEDPA youth are paid at the minimum wage as are other CETA youth.

D. As noted in the first interim report the prime sponsors, typically, had a very small range of choice among potential program operators. However, for all three the bulk of the projects under YEDPA are being operated by the "old pros", i.e., the groups that historically have been active in CETA activities. While there are a few newcomers in the fold, there are no obvious agents conspicuous by their absence.

IX.

A. In Hartford and BOS the inventories were not prepared until the planning process was completed. A very complete list had been available for Waterbury CETA. Most CETA staff regard the development of the inventory as a bit of needless busywork. Some seem resigned to complying with requests such as this, to placate some "chief" in either Boston or Washington. The whole purpose of the inventory was never made clear to the primes and consequently was treated as another necessary condition for funding, but hardly as a source of guidance.

B. BOS and Waterbury fully depend on the Employment Service for their certification. ES is also a source of referrals for each prime sponsor. A number of the CBO's have informal arrangements with state agencies such as Vocational Rehabilitation. Generally, however, there have been very few non-financial service agreements.

C. The BOS has created a new administrative unit for youth programs which is staffed by two full-time employees. Much of the burden of YEDPA, however, is simply being absorbed by the primes by spreading staff responsibility more thinly. Basically, no changes have been made by CETA in intake, referral offices, etc. There is criticism about the lengthy intake and referral procedure in Hartford, but this problem has existed there for some time.

D. (H) SPEEDY is well integrated with YEDPA programs. Those in SPEEDY programs automatically qualify for other YEDPA programs. The LEA's and CBO's involved with YEDPA are also running SPEEDY programs so it is easy to transfer from one to the other.

(BOS) In many cases, the same operators have been designated to run summer programs, so much of the administrative and operating linkage occurs at that level. There was some feeling at the prime sponsor level that rather than appropriating funds for a separate summer program (which was perceived as far less flexible than YETP or YCCIP), it would have been more efficient to expand the initial commitment to YETP and YCCIP and simply permit a shift or expansion into summer-type services where appropriate.

(W) The largest program operator under YEDPA, will probably play the same role for the summer programs in Waterbury. The same labor market orientation will be given to all youths entering these programs as to those who will participate in YCCIP or YETP.

X.

A. (H) There have been no major structural adaptations to YEDPA programs. If YEDPA were to shut down today there would be no disruption with the prime sponsor.

(BOS) YEDPA has resulted in some structural changes at both the prime sponsor level (e.g. creation and staffing of a new Youth Unit) and the delivery agent level (e.g. changes in the focus of some existing CBO's and the participation of some new program operators). If the present youth programs are not refunded or not replaced by a comparable program which focuses upon youth employment problems, then some of these structural changes would certainly be reversed.

(W) In Waterbury there were no structural changes due to YEDPA. This prime sponsor, for several reasons including its size and constituency (a single city), is easily the most adaptible of the prime sponsors examined in Connecticut. Closing out youth programs will not disrupt the existing structures.

B. (H) The Youth Planning Council, would likely be discarded with a YEDPA phase out. CETA Hartford is very much in the political arena, far more so than the other two primes. Indeed, there is "wide involvement" already in CETA, but a role is played only by those with some political muscle.

(BOS) While few of the procedural changes seem to be regarded as severe administrative burdens, it seems likely that some of them might dissolve if YEDPA is phased out (e.g. the Youth Councils). Other changes in reporting procedures and proposal solicitation (open RFP) seem likely to be retained.

(W) The staff in Waterbury have done an excellent job of minimizing flack, either from political forces or specific interest groups. As such, the staff runs an efficient ship with limited resistance in the city, and no serious concern about "wider involvement". Thus, for example, the Youth Council might survive the demise or phasing-out of YEDPA, but the program decisions are likely to be no different if such a council survived or not. This is not to imply that the staff can simply disregard the interests of various political, community or other groups in Waterbury. Instead, they have survived well, both by providing a good program and by recognizing the needs of these groups. Further, the overall political environment in which they operate is far less contentious than in Hartford or many other cities.

The Youth Employment and Demonstration Projects Act of 1977 in Albuquerque, Bernalillo County, N.M.; the Coastal Bend Manpower Consortium, Texas; and El Paso and El Paso County, Texas: The Implementation Phase

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The Youth Employment and Demonstration Projects Act of 1977 in Albuquerque, Bernalillo County, N.M.; the Coastal Bend Manpower Consortium, Texas; and El Paso and El Paso County, Texas: The Implementation Phase

by Vernon M. Briggs, Jr.*

I. Introduction

During the planning phase (i.e., Fall 1977) of the Youth Employment and Demonstration Projects Act of 1977 (YEDPA), it has been expected that most of the projects would be operational by early January 1978 in all three localities under review. In none did this prove to be the case. Using the criteria of when youth were actually enrolled, no programs were operational in January; some were in February; most were in March; and a few more (but not all) were in place by April. Delays in approval of plans and delays in funding were the story of all the programs. The major difficulties confronting the prime sponsors during this period, therefore, were adjusting their operations to these delays.

In most instances, the delays can be attributed to the totally unrealistic time allowed for the planning period. Several specific explanations for the delays are apparent. First, the legislation was complex and it took some time before all of the clarifications and interpretations were received and understood by the prime sponsors. Secondly, there is an inadequate recognition at the national level of the environment in which prime sponsors operate. That is to say, the actions of prime sponsors require approval of numerous other groups before they can act. Aside from approval of this our planning councils, it is also necessary to gain approval from either their respective city councils or of their consortium members. In addition, YEDPA mandates a role for educational agencies. These agencies also must obtain approval of their school boards and, in some instances, of teacher's associations. On top of all of this, the end product must then be approved by the regional office of the U.S. Department of Labor (DOL). There simply is no way to expidite these procedural steps. Thirdly, during the early months of 1978, all of the prime sponsors indicated that they were under extreme pressure from DOL to give first priority to increasing enrollments in the public service employment program (i.e., Title VI of CETA). YEDPA was relegated to a backburner. Programs largely for adults were again given preference over those for youth. All of these factors served to hamper the expected implementation schedule of YEDPA during the time period in which its programs were planned to be fully operational.

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Aside from the delayed schedule, the reception to the various projects has been very positive and no prime sponsor has had any difficulty finding eager participants.

II. Overview of Interim Developments in Each Locality

A. Albuquerque-Bernalillo County, N.M.

On January 12, 1978, it was announced that Albuquerque was a successful applicant for a Tier II Entitlement (Subpart 1 of YEDPA) grant.* Only 10 such grants were given nationwide. The entitlement program has affected the time available of the prime sponsor to devote to the other sections of the Act which are the subject of this review. The prime sponsor has not added any additional staff for the Entitlement program as the actual administration of the program will be done by officials of the Albuquerque Public Schools (APS) system. Nonetheless, the planning and negotiation responsibilities have been done by the prime sponsor. Also, the availability of the entitlement program to the city means that those eligible youth in the entitlement area will be served exclusively by the entitlement program. This means that all of the funds available from the other portions of YEDPA can be reserved for the youth outside the central city area that is served by the entitlement. Obviously, the receipt of the entitlement grant significantly affects the scale and the composition of the youth employment effort.

Unfortunately, the announcement of the award (which itself was delayed several weeks) only led to further postponements before the entitlement program actually began operation. It had been hoped (and planned) that the entitlement would begin when the spring semester began which was January 19. This was important since the key feature of the entitlement is the receipt of academic credit for the work experience component.

The prime sponsor had at first believed it was an advantage to deal directly with the private consulting organizer, the Manpower Demonstration Research Corporation of New York City (MDRC), instead of the regular DOL chain of authority. But this illusion was soon shattered. As one official claimed: "It is tragic that private industry turns out to be more inefficient than the federal government but that has certainly been our experience." As of late March, 1978 the budget had been reworked and resubmitted four times. Under the initial grant, Albuquerque was to receive $1.25 million; MDRC cut the amount to $900 thousand; and, after prolonged negotiations the final amount agreed to was $1.147 million. As of the date that the program began, the prime sponsor has still not received a fiscal manual or a participant manual.

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* Subpart 1 of YEDPA is not included for specific review as a part of this study. It is mentioned only to the degree that it impinges on the operation of Subparts 2 and 3 of YEDPA which are the specified subject matter.

Supposedly, one of the key features of the entitlement program was to be the impact of a sudden increase in the employment of youth in the target area. But due to the delays, it was necessary to phase-in the hiring which minimized the immediate thrust of the program. The program was intended to serve 442 youth who attend Albuquerque High School in mid-town Albuquerque. It began March 21 (i.e., two full months late) in mid-semester for 250 youth; by April 8, there were 300 youth participating and by the end of April it was at its full complement. There was serious doubt when the program finally began as to whether academic credit would be available since the class sessions required for credit had already been missed. On March 17, the APS agreed to give one-half credit for those who were in the initially hired group but academic credit will not be available for the remainder. One and one-half credits will be available for those who participate in the full summer program. It is hoped that the one-half credit will still be sufficient incentive for youth to participate and for some to graduate. Local manpower officials feel that "for many youth the credits are more important than the money."

It is believed that the delayed start as well as the "phased-in" participation schedule has defeated the whole purpose of the research demonstration aspect of the entitlement. It is felt that MDRC people have no understanding at all of the local pressures that affect a prime sponsor. MDRC has requested hypotheses be developed without an understanding that these require time to develop. School officials must be contacted and involved. Explanations must be prepared. And, most importantly, the local political process must be understood which means that "all bases must be touched before we can do anything." It is felt that MDRC "should know this" and that the time constraints they imposed were simply too short to allow careful design of the goals to be sought and of hypotheses to be tested.

Likewise, the entitlement delays also caused ill-will in the community. Many youth and their parents could not understand why the program, which has been so widely publicized, was not operative. Also, the public agencies that had been lined-up to provide the work sites were also upset when, after the haste to have them commit themselves, nothing happened. And, of course, the school officials were also upset because of the necessity to re-schedule many students. It was important to have done all of this prior to the beginning of the semester. As it turned out, the program began in the middle of the semester which caused not only scheduling problems for students but also readjustments in the assignment of teachers necessary to teach the classroom component required for the award of the academic credit.

Even more frustrating and potentially embarrasing was the fact that when the first pay period ended, the prime sponsor had still not received the money to meet the payroll of the entitlement youth. A crisis was averted when, "on the basis of a handshake," the school district agreed to meet the payroll on the expectation that it will be reimbursed later.

As for the other portions of YEDPA, they too were all delayed. All of the Youth Community Conservation Improvement Projects (YCCIP) funds were awarded to a single community based organization. Known as Youth Development, Inc. (YDI), it enrolled its first youth on March 1, 1978 (as opposed to mid-January when planned). As the YCCIP program in essentially a work program, there were few start-up problems. Over 200 applications were received for the 53 positions. Of these 13 are out-of-school-youth who are employed full-time and they serve as site coordinators who supervise the part-time employment of the 40 other in-school youth. Only 8 of the original participants are women. Of these, 4 quit complaining that the "work was too hard." In total there were 8 dropouts in the first month with women accounting for 50 percent of these. The work involves repairing homes for economically disadvantaged senior citizens and clean-up, maintenance and repair in the city's parks system.

With respect to the Youth Employment and Training Program (YETP), start-up delays were also experienced. The mandated participation of local education agencies was no issue in Albuquerque since APS is the only school system in the city and the county. The APS program involved the creation of a single cooperative education program with the local hospitality industry. The program began February 13 (instead of January 19) with a phased-in enrollment that reached its maximum of 50 within two weeks. The delays were due to the fact that it is required that all teaching openings must be advertised for 10 days and at least 5 people must be interviewed and also there was some problem finding the 50 students who were from economically disadvantaged homes who were interested in participating and who were enrolled in ten different schools. Only those in the eleventh grade were eligible to participate since APS felt this is the dropout grade for many youth and also it was hoped that participants this year would see the advantage of enrolling in other vocational education classes in their senior year. The reception to the youth has been very positive by the five private employers (each employing 10 youth). In several instances, the employers have hired the youth on a voluntary basis to work additional hours at the employer's expense on weekends. By the end of March, only one youth had dropped out and he was terminated for the theft of several blank checks. In this case, the employer felt that this one bad experience did not in anyway reduce his enthusiasm for the work of the others. Aside from the fact that the youth are given career exploration opportunities (i.e., they are rotated every few weeks through the different occupations that comprise the hospitality industry), the students attend a class session every week to discuss work habits and appearance improvement as well as to develop self-confidence. The instructor and counselor responsible for the program report "a marked improvement" in the attitudes of the youth.

Also there have been improvements in the school attendance records of the participants which is, in part, attributed to the strict enforcement of the rule that if an enrollee does not go to all classes that day, the enrollee may not go to work that same day. School attendance is stressed because the program is seen to be a form of work study. The participants are also being exposed to the fact that tourism is a muldi-dimensional industry. They are taught about the role of travel agents; they are taken on weekends to various sightseeing attractions in the area; and they have been exposed to a number of modes of transportation (e.g., a visit to the airport which included a tour inside of an airplane). Each participant receives one credit during the school year plus an additional one and one-half credits during the summer when they will work full time. The hospitality industry sees the program as being "very cost effective" and it has agreed to provide the summer employment for all the participants even if any one of the specific employers cannot hire all 10 youth on a full-time basis. Stress is given to the youth that they are employees of the hotels and motels. It is not stressed that they are CETA participants.

Another YETP program is an internship with the City of Albuquerque for post-secondary high school youth. This program is an extention of a program that has been available in the past only for full time work in the summer. It involves 44 students who are enrolled in community college or university classes and who are employed part-time in city job related to their studies. This program began February 1, 1978 with phased-in participation throughout that month. By March 1, 1978 it reached its participant goal.

The balance of the YETP activities in Albuquerque are programs run by the prime sponsor itself. A key feature of these programs was the creation of a special youth office which will serve all youth, 14 to 21 years of age, in a one-stop operation. The youth office opened March 6, 1978. In-school youth from economically disadvantaged backgrounds are referred to APS for participation in its on-going CETA Title I in-school program for youth. For non-economically disadvantaged youth, there is a "dial-a-teen" program for part-time casual type jobs. Dial-a-teen is also run by APS although it is a funded activity of the City of Albuquerque. It is anticipated that in the near future that the youth office will itself be able to take job requests for youth and to place them directly.

For those out-of-school youth between 16 and 17 years of age, an effort is made to encourage them to return to school or to enroll in G.E.D. classes. If these efforts are to no avail, the youth are tested and counseled to see if they can be referred directly to any available job or to place them in one of the subsidized YETP services. For those meeting the income eligibility criteria and who are out-of-school youth, 16 to 17 years of age, 45 training slots with local private training schools have been funded under YETP. For those youth between 18-21 years of age, 90 full time on-the-job training slots have been funded under YETP. The youth office is responsible for the development of the OJT job sites. It has established the policy of developing verbal contact with employers in order to learn what they want but not to write formal contracts until suitable youth have been found. In this way problems in the past of lags between the writing of contracts and the actual placement of a person on the job can be avoided. Having learned the employer's expectations, three youth who seem to quality will be referred to each employer. He will choose the one best suited for his enterprise. Employers are encouraged to contact the youth office if problems develop in order that a counselor can intervene to prevent a firing.

Each youth who visits the office is assigned to a single counselor. This counselor is responsible for the youth for all future inquiries and assistance. It is intended that the youth office be totally comprehensive in its youth work. There is to be no delegation of duties. In this way it is hoped that rivalries that occur when various community-based organizations (CBO's) are involved in the delivery of services can be avoided. Also, it is believed that the single office can be better held accountable for what does or does not happen. As the director stated, "if it doesn't work, there is no one else to blame but ourselves."

One other planned project that involves an internship with private industry remained in abeyance as of late March. The Youth Advisory Committee had proposed such an activity but the prime sponsor concluded that the activity would not be permissable under existing regulation. A re-allocation of the $60,000 provided for this activity has not yet occurred.

B. The Coastal Bend Manpower Consortium, Texas

The most severe delays in implementation of YEDPA in the localities under review occurred with the Coastal Bend Consortium. The Consortium embraces not only the City of Corpus Christi but also 12 mostly rural counties in South Texas. A mix up occurred between the prime sponsor and the regional DOL office over the original contract. The prime sponsor submitted the proposals it received, believing this is what was requested but aware that there proposals were not in final form. DOL believed the proposals were final and raised many objections--especially with those pertaining to YCCIP. As a consequence, partial funding was made available on a provisional basis that the DOL questions be satisfactorily answered. It took another month (i.e., all of February) before the responses could be completed. This was due to the fact that February was also during the period in which DOL put forth maximum pressure to build up public service employment (i.e., Title VI) enrollments and, simultaneously, the prime sponsor was initiating a Skill Training Improvement Program (STIP). It took another three weeks before the regional DOL approved the responses and full funding was authorized. Thus, in effect most of YEDPA activities did not begin until late March with most enrollments not beginning until mid-April.

With respect to YCCIP, three of the rural work programs were fully operational by early April. The fourth program with the City of Three Rivers began April 20. The delays have created much consternation but the fact that the program termination dates for these particular projects have been extended will mean that all of the youth will be able to participate for the full enrollment period. There was some initial confusion over whether or not in-school youth could be enrolled in YCCIP. The prime sponsor felt that the rules and regulations implied that they could but it was unclear to them whether in-school youth could also be considered as being unemployed. As all of the YCCIP projects are in rural communities, it was necessary for in-school youth to be included to reach the specified enrollment levels.

With regard to YETP, the bulk of the program effort was awarded to the Corpus Christi Independent School District (CCISD) for service to the entire consortium area. It began enrollments on March 1, 1978 (53 days later than originally planned) in its multiple program effort. As one school official stated, "there was nothing we could do about the delays but wait" until approval was finally received. He added that the delays "messed up the time schedules" of the programs. Several rural programs had to be dropped because the delays meant that academic credit was lost for planned Experienced Based Career Education program. As a result, two teachers had to be dropped.

The CCISD effort is designed to integrate its YETP effort into its existing PATH program that seeks to identify and to serve marginal school attenders and achievers. PATH is an acronym for the words prevention of school dropouts; attraction of drop-outs back to school settings; transition of out-of-school youngsters to jobs or to training; and helping services that include an array of supportive assistance. It is the objective of PATH to lead participants to some specified outcome. Recognizing that the youth are in a transition stage, the goals may be to lead participants to further education, or to skill training, or to direct job placement. Job placement itself, however, is not overly emphasized relative to the other program objectives. As of mid-April, 1978, there were 236 youth enrolled in its YETP programs.

In the rural areas, it is necessary for CCISD to tailor PATH to the strengths of the local school districts. Most of these districts are small and they are unable to offer a variety of programs available to larger urban districts. Hence, CCISD concentrates its efforts on the existing vocational education, G.E.D., or cooperative education programs. CCISD notes that in the rural areas there is much more interest in work experience programs than in training or education endeavors since the most chronic local problem is the shortage of jobs.

In conjunction with CCISD's efforts, LULAC (League of Latin American Citizens) Educational Service Center, a community based organization, has a YETP contract to provide career education and self-awareness counseling to many of the youths enrolled in YETP. The participating enrollees in the CCISD program are given released work time to attend these special classes. The classes vary between 2 to 8 hours in total per each person. A mobile van is used to take the staff and materials into the rural areas to be sure that they too obtain these services. In the first month, 73 percent (or 176 persons) of the YETP participants received such supportive services.

The remaining YETP project is an on-the-job training program with private industry that is sponsored by the American G.I. Forum which is a community based organization. The program is part of the organization veterans outreach effort. It will provide full-time OJT positions. A provision to provide part-time OJT positions was dropped. The program is expected to serve only youth above age 18 as it has been found from past experience that most private employers are not interested in part-time workers or in youth under 18 for OJT positions. There do seem to be more problems involved as the program, as of late April, had not yet begun and the sponsor had already let it be known that it did not intend to seek summer funding. Apparently, some of the problems derive from a belief that "the OJT policy of DOL is unclear about how and what to do." The role of unions, of the Davis-Bacon Act, and of the Fair Labor Standards Act with respect to OJT have raised local questions that have yet to be resolved.

In general, however, the program sponsors are enthusiastic about YETP now that its long delayed launching has occurred. The availability of year-round work experience opportunities as well as the availability of other services that were only possible during the summer before seem to be the strongest attraction.

C. El Paso and El Paso County, Texas

A multitude of complicated problems also delayed the beginning of YEDCA activities in El Paso. With respect to YCCIP, three proposals were originally approved by the Manpower Services Council of the prime sponsor. Two of these were recommended over the negative recommendation of the staff of the prime sponsor. On review by the regional DOL, the two proposals (one by the Yucca Boy Scout Council and one by the Rio Grande Girl Scouts) were not approved. Subsequently, the Boy Scouts did not re-apply. The Girl Scout proposal was revised and was approved. It is a small grant of $15,000 for employment of 12 youth for seven weeks in a soil and energy conservation project at one of their permanent campsites. It will not begin however until early summer 1978. The funds that remained after the Boy Scouts withdrew was added to the budget of the El Paso Independent School District (EPISD) which was the third sponsor of a YCCIP project.

EPISD began its YCCIP program February 22, 1978. It had 32 youth in the program as of mid-March 1978. When school is out for the summer, it is expected to build enrollments up to 121 participants. Academic credit is available for all YCCIP participants starting with the spring quarter. The YCCIP participants are all in-school youth and they usually work at schools in their neighborhoods on conservation and beautification projects. They attend two hours of special classes a week that involve career exploration and self-awareness topics. The students are not paid for the classroom time. As of mid-March, there had been three dropouts.

As for YETP, it encountered a host of start-up problems. In the initial review of YETP by the Manpower Services Council to the prime sponsor, four proposals were approved which accounted for only 63 percent of the available funds. All proposals from CBO's were rejected for poor quality. When the grant package was submitted, however, four labor unions filed protests with the regional DOL office. A special meeting was arranged in mid-January 1978 between all parties involved. At this meeting, according to one local manpower official, "it was obvious that the unions were concerned about issues that had nothing particular to do with YEDPA, but had much to do about government sponsored training programs, wage rates, and job re-structuring in general." As a result of this meeting, the staff of the prime sponsor decided that no YETP training should occur in any occupational area that in any way involves construction. The Youth Council and the Manpower Services Council concurred. The local unions were contacted about this decision but gave no response. Likewise, regional DOL was notified and a request was made for DOL to acknowledge in writing that it had no objection to the agreement. No response letter was received.

For the unallocated portion of YETP, a second round of requests for proposals were sent out. The proposals were due back in mid-January and the whole review process had to begin again. Eight applications were received; five were approved. The approved projects were:

1. A new proposal by the Human Services Section of the Department of Human Development of the City of El Paso (a separate administrative unit of the same department that is the prime sponsor) was for an in-school and out-of-school work experienced program for 47 youth in a variety of city agencies. It commenced on March 1, 1978.

2. A re-submitted proposal by Project Bravo, the local community action agency, called for 16 positions to be provided to in-school youth. The work experience is tied to on-going activities of the agency. It began March 13, 1978.

3. A new proposal from El Paso Community College involves the creation of two vocational science classes (one in refrigeration repair and one in secretarial sciences). A total of 40 students will be involved. Academic credit will be provided and the students will receive allowances of $2.65 an hour while in class. Once admitted to the classes, they will receive special counseling and, upon completion, they will receive direct job placement assistance. The classes began in early April 1978.

4. A re-submitted proposal by the Trinity Coalition, a local community based organization from the public housing projects section of the south side of the city, involves job creation and work experiences for 15 youths who are out-of-school. They will work in recreation and day care positions. It began February 27, 1978.

5. A re-submitted proposal by El Paso SER, a local affiliate of the national community-based organization for serving the Spanish speaking, calls for the creation of a work experience program for 13 out-of-school youth with emphasis given to jobs at the county hospital. It began February 21, 1978.

In addition to the delays caused by the necessity of a second round of proposals, delays were also experienced because of simultaneous pressures from DOL in January and February to give priority to public service employment opportunities for adults. It was reported that "extensive time of both the staff and the planning council were shifted away from youth during this period." The result was that "the implementation of youth programs--especially the contracting aspects--was adversely affected."

As for the four YETP programs that were approved in the initial plan in December 1978, the largest grant was to the El Paso Independent School District (EPISD). As it also is a sponsor of the YCCIP program, the two have followed the same implementation schedule. Both programs are exclusively for in-school youth (in some cases out-of-school youth who indicate a desire to return to school are also eligible). Enrollees in both programs attend the same career exploration and self-awareness classes together. Both receive the same academic credit for successful completion. The only apparent difference is the work sites. YCCIP participants work in conservation and beautification projects in public school facilities in their neighborhoods; YETP participants work in a variety of work sites throughout the city and in a wide variety of occupations. The informal rule that if a student does not attend school on a given day that he cannot work that same day is strictly enforced. Employers were very complimentary about the work of YETP participants and several officials indicated hopes that some participants will be asked to work permanently with the public agencies when they complete their schooling. The YETP program began March 1, 1978 and it had 101 participants by the middle of the month. There were four dropouts during this initial period of operation.

The Ysleta Independent School District also is operating a YETP program for 50 in-school youth who serve as teacher aids. It too began in March 1978.

There are two other programs in El Paso funded under YETP that involve supportive services and job opportunities. One is a project run by the El Paso Central YMCA as a drop-out reduction effort for in-school youth. It began in mid-March and anticipates involving 108 youth when at full strength. Youth are paid for the hours they spend attending special exploration classes for two nights a week. There are some plans to extend the scope of the program to involve both work experience and OJT. The other program is a contract with the El Paso YWCA to serve 250 women in both a counseling and work experience capacity. The jobs will all be within the YWCA organization itself. The women need not be only persons who meet the income eligibility criterion of CETA to receive services. But only those women who do meet this standard will be eligible to fill the work experience slots. This program also began in mid-March.

D. Summary of Activity Levels

Having reviewed the interim developments in each prime sponsor area, Table 1 presents an overall summary of program activity for both YCCIP and YETP for each prime sponsor. No direct comparison can be made of the respective prime sponsors since each represents a different combination of programs and sponsors. The table does, however, indicate the magnitude of the implementation delays. In almost every instance, the actual enrollments lagged considerably behind the planned levels. In one instance, the YCCIP projects did not begin at all during the first quarter of 1978.

Table 1: Actual and Planned Program Enrollments in YCCIP and YETP Projects for the Implementation Period (January 1-March 31, 1978) in Albuquerque, N.M., the Coastal Bend Consortium, Tx., and El Paso, Tx.

	Prime Sponsor					
Program	Albuquerque Bernalillo Cty, NM		Coastal Bend Consortium, Tx.		El Paso El Paso Cty, Tx.	
	Actual	Planned	Actual	Planned	Actual	Planned
YICCP	54	55	0	36	35	106
Percent of Planned	98%		0%		33%	
YETP	91	208	199	460	380	637
Percent of Planned	44%		43%		60%	

Source: Quarterly Reports by the Respective Prime Sponsors to the U.S. Department of Labor

III. Specific Issues

A. Knowledge Development

In all three areas, interest was expressed about what was happening to the participants in the program and what lessons could be learned from the YEDPA experience. But all were frank to admit that little attention has been given to the subject in any specific sense. The short planning period followed by "a frantic effort" to implement the specific projects plus the pressure to give highest priority to public service employment for adults during this same time interval simply did not permit much attention to the topic. One official candidly said that "it has been impossible to be concerned about knowledge development in any serious way." Another warned that to learn anything requires "a keen understanding and extensive interpretation of the numbers given the complexity of the legislation and the variation in target groups between projects."

The only special research project in the three areas is one created by the Coastal Bend Consortium. It involves a small experimental group set up under its YETP grant to the CCISD. Taking advantage of the option to admit some persons who are from families whose income is above the 85% Lower Living Standard standard, they have mixed a class of disadvantaged youngsters with youngsters who are above the 85% standard. It is a Coordinated Vocational Academic Education class in which the class progress and the work performance of the two separate groups will be monitored.

B. Job Quality and Supervision

It is difficult to generalize over such a wide variety of undertakings about such vital issues as job quality and the adequacy of supervision. Impressions based upon a number of on-site visits and interviews with some participants and supervisors do suggest several trends.

First, the quality of job being provided to YETP participants are much better than those generally available to YCCIP enrollees. The YCCIP jobs tend to be out-of-doors work and tend to be similar in content in all three prime sponsor areas. Essentially, the work is clean-up and maintenance tasks. Thus, if the test is whether work is being done that would not likely be done in the absence of YCCIP, then YCCIP is a success. If skill transferability is the test, it is not. In either case, work is being done, work habits are being learned, and income is being provided to youth who are almost exclusively from seriously economically disadvantaged backgrounds. The work is unskilled and as such the quality of the jobs is generally low. YETP participants, on the other hand, seem to be exposed to a much wider variety of jobs. Although the jobs also seem to be largely unskilled, the settings in which they work and the supportive services which they receive do seem to offer more exposure to opportunities to see how one could benefit from the job they have as a method to move up the job ladder. YETP participants are also more likely to be in jobs that are similar to those of regular employees.

Secondly, the degree of supervision is more likely to be by adults in YETP than in YCCIP. In some instances YCCIP projects supervisors are other YCCIP youth. In YETP jobs, the supervisors are usually the same people who are in charge of all employees.

Thirdly, as inferred above, YETP participants are usually in regular jobs that mix them with regular employees. YCCIP participants are usually working in separate projects that are especially created for them.

Fourth, academic credit is being awarded in all three localities for participants in various YETP programs in which a local education agency is involved. Only in El Paso is such an opportunity available to YCCIP enrollees. In El Paso, the advent of YEDPA is directly credited for the ability of the school system to offer academic credit for work experience as earlier efforts to secure such approval had not been successful.

Fifth, it does seem that in both YETP and YCCIP that the emphasis is placed on the provision of services as opposed to the creation of tangible output. Undoubtedly the barriers to work in construction projects has affected the job mix. By concentrating on intangible services, YEDPA is being denied the ability to build long run monuments (such as those available to the projects of the New Deal era) that future generations will be able to point back to with pride. There is much interest in the local level in doing tangible work but the fear of union opposition as well as the lack of adequate parallel funds for capital materials and tools has largely precluded this option.

C. Youth Participation

In none of the localities has youth participation in YEDPA been significant. All have gone through the prescribed motions, but it simply has not worked. The youth councils are dominated by adults who usually also serve on the planning councils for the prime sponsors. The adults tend to be representatives of special interest groups--both private and public. Most of the adults have built up extensive expertise over the years about manpower programs. The youth usually are intimidated by the adults. In several instances, youth members have not attended meetings. In most instances, when present they do not actively participate. It is quite uncertain as to whom they are representing when they express their views. It is generally felt that the youth participation in the operation of YEDPA is largely "window dressing." As one official stated, "it sounds good but it doesn't work." Not much attention has been given to alternative formulations and it is apparent that some of the criticisms are equally applicable to the membership of the regular planning councils. In one city it was suggested that it was the fact that, in reality, there is no planning mission for the planning councils that makes them all ineffective. As he put it:

> DOL does not plan. That is the heart of the problem. It does zero planning but it expects us to plan. They rush everything which means that all we can do is implement programs. We are still getting issuances on YEDPA. You cannot plan at the local level without all of the rules and regulations being known in advance. We simply cannot tell city officials that this is what we think we want to do now but we will probably have to change it all later when the precise rules and regulations are known. Because DOL doesn't plan, we can't. It's that simple.

There are suggestions that the youth advisory committee should be made up entirely of youth and that the regular planning councils be made up entirely of youth and that the regular planning councils be made up only of political officials. If necessary technical committees could be created to advise on certain special issues but it is felt that the present composition of the planning councils is tilted too much toward "turfism" and not enough toward the common good.

D. Targeting

Under YEDPA, participation in YCCIP and YETP is not specifically targeted for the economically disadvantaged (i.e., those youth from families whose income is 70 percent or less of the lower living standard set up the by the Bureau of Labor Statistics). In addition, there are persons from families in the 70-85 percent range of the BLS lower living standard and those from families whose income is above the 85 percent standard. The prime sponsors were asked, however, to give "preference" to the economically disadvantaged. As can be seen from Table 2, all of the prime sponsors have clearly given this preference.

All of the prime sponsors report that they are carefully checking the actual eligibility of applicants but the matter is not as simple as it sounds. The easiest situation occurs when the youth is from a family that is also receiving public welfare assistance. In other cases, checks are made to verify the actual income of the parents if the youth is still living at home. But there is much uncertainty as to what to do about the youth who lives alone and, in some instances, the youth who is a family head. It is difficult to verify their actual income, especially if they are receiving help from their parents but are not claimed as a dependant by their parents.

Also, the Coastal Bend Manpower Consortium has had a more complicated problem. Namely, it encompases not only the urban area of the City of Corpus Christi but also twelve rural counties. Both the 85 percent of low living standard (i.e., the BLS Standard) and the economically disadvantaged standard (i.e., of standard used by the Office of Management and Budgeting) establish figures that increase with the size of the family. But the BLS standard also varies on the basis of metropolitan and non-metropolitan residence whereas the OMB budget does not. Hence, the OMB budget in some circumstances is higher than the BLS standard for small families but lower than the BLS standard for bigger families. As a result "it is very difficult to juggle all of these variables--especially out in the field." These multiple criteria have tended to generate considerable confusion.

It is clear that the majority of the youth participating are from minority groups as nationally defined although in each of these communities the minority population is either the majority population or very close to it. Also, the majority of the participants are in-school at the high school level. Actually the number of in-school youth is higher than indicated in the official reporting system since youth who are older than 18 who are attending community colleges are not classified as being in-school. There is a natural bias in the YETP figures to steer toward more participation by in-school youth and that is, of course, the fact that the school systems are legislatively involved. By definition, their interest is toward servicing

Table 2. Participant Characteristics in YCCIP and YETP Projects During the Implementation Quarter (January 1, 1978-March 31, 1978) of YEDPA in Albuquerque, N.M., the Coastal Bend Consortium, Tx., and El Paso, Tx.

Participant Characteristic	Albuquerque Bernalillo Cty., N.M.		Coastal Bend Consortium, Tx.		El Paso El Paso Cty., Tx.	
	YCCIP	YETP	YCCIP	YETP	YCCIP	YETP
Sex:						
Male	42	39	--	91	35	166
Female	12	52	--	108	0	214
Age:						
14-15	4	1	--	0	2	11
16-17	32	47	--	117	26	227
18-19	18	20	--	59	6	119
20-21	0	22	--	23	1	23
over 21	0	1	--	0	0	0
Family Income:						
Economically Disadvantaged	54	88	--	177	35	295
85% of Less than Lower Living Standard	0	0	--	15	0	85
Ethnic Group:						
White	47	80	--	158	34	371
(Spanish American)	(43)	(49)	--	(141)	(34)	350
Black	4	7	--	40	1	8
Other	3	4	--	1	0	1
Labor Force Status:						
Underemployed	0	0	--	1	0	3
Unemployed	3	0	--	61	0	188
Other	51	91	--	137	35	189

Table 2 (Continued)

Participant Characteristic	Albuquerque Bernalillo Cty., N.M.		Coastal Bend Consortium, Tx.		El Paso El Paso Cty., Tx.	
	YCCIP	YETP	YCCIP	YETP	YCCIP	YETP
Education						
H.S. Student	38	48	--	100	34	315
H.S. Dropout	7	1	--	85	0	21
H.S. Completed Not in School	8	0	--	12	1	28
Post H.S. Student	1	42	--	2	0	16
Total	54	91	0	199	35	380

Source: Quarterly Reports of Respective Prime Sponsors to U.S. Department of Labor, March 31, 1978

in-school youth. At the same time, all groups are sensitive to the proposition that to provide much in the way of opportunity for out-of-school youth (below age 18) might only serve to entice students to quit school. Designing adequate programs for out-of-school youth below age 18, therefore, largely remains a dilemma.

It is no surprise, therefore, that the figures in Table 2 describing labor force participation show a rather low number of previously unemployed youth as program participants. The presence of YEDPA, therefore, seems to suggest that its impact will be to increase employment levels of youth but not to have much effect on youth unemployment. As most participants are in-school youth, many of these people are attracted to the program from the ranks of those who have not been in the labor force.

E. Substitution

As none of the YEDPA programs in any of the three localities were operational for the full first quarter of 1978, it is not possible to make any observations about whether substitution of YEDPA for already existing youth opportunities occurred. Given the fact, however, that all of the sponsors felt youth were being squeezed out of CETA prior to YEDPA, it is hard to imagine that there could have been much opportunity for youth substitution.

In Albuquerque, the coming of the entitlement program as well as YCCIP and YETP and its already functioning CETA Title I in-school program means that youth are now going to be the majority of participants (excluding public service employment) who are participating in the city's manpower program. This represents an entirely new and significant priority role in this city.

All three prime sponsors are cognizant of the fact substitution is an important political and academic question. But, from an economic perspective, each prime sponsor claims that the universe of need is so great in each of their communities that they see little reason why it should be an issue. They claim they want to serve youth and that YEDPA affords them the opportunity to do so. As they know that their previous level of youth services is being watched, it is doubtful that any of them will allow those previous levels to fall. YEDPA should result in a net gain in employment of youth. The real question, as discussed earlier, is whether the increased youth employment will in the process actually lessen youth unemployment.

F. Institutional Change

The most important institutional changes appear to be occuring with the local educational agencies (LEA's). The least appear to be with private industry and unions.

As indicated earlier, academic credit is available in all three localities for those endeavors involving LEA's. In Albuquerque, such programs already existed. The only significant change was that the specific program in the hospitality industry was targeted solely at economically disadvantaged youth. In El Paso, YEDPA clearly was instrumental in overcoming previous opposition to such programs both at the local and state level. In the Coastal Bend, academic credit programs had been an integral part of the existing program before YEDPA. The development of similar programs in some of the rural independent school districts, included in the consortium's jurisdiction was made possible by YEDPA. Unfortunately, the implementation of some of these new programs had to be postponed due to the start-up delays.

It is clear that YEDPA planning cycles are not compatible with those of local schools. During this initial year, the schools had to adjust to the YEDPA requirements. As a result there was much unneeded ill-will generated and there were some delays that could not be avoided. The need to appreciate the operational realities of local political institutions must be recognized in national manpower legislation. School districts are required to have all policy actions approved by local boards of education. Likewise, in some areas, the local teacher organizations have contractual rights concerning staffing assignments and opportunities. These steps cannot be abridged as events in Albuquerque showed. The haste to implement YEDPA could not and did not result in any youth being employed any sooner than would have happened if more recognition had been given initially to the local operational constraints.

The LEA's in Albuquerque and El Paso have restricted their activities to serving in-school youth. In the Coastal Bend program, there are several work experience programs for out-of-school youth as well but they were largely in place before YEDPA. Most of these programs are for post-secondary level youth but the linkages with junior colleges for college exploration studies do represent innovative approaches.

As for the private sector, the barriers appear to be too large to the establishment of institutional change. The prevailing requirements of many manpower programs simply impose too many restrictions on private employers relative to their alternative sources of employees. Also, it is reported that many local employers have reservations about hiring youth. Some of these resrevations pertain to insurance and child labor laws but other concern attitudes based on past experiences. In both Albuquerque and the Coastal Bend programs, there is an OJT component of YEDPA but in neither had they become operational as of April 1978.

As for unions, it can be said the YEDPA has had no institutional effects except adding to already latent apprehensions by union people about manpower training programs. Even though the union movement in all three areas is very weak, the prime sponsors have guided their YEDPA activities away from any possible conflicts. In El Paso, where a dispute did erupt, YEDPA activities were quickly re-directed away from any possible encounter. In none of these communities are public employees unionized so that this possible conflict area is not any issue to date.

G. Choosing Delivery Agents

All three prime sponsor initially expressed strong opposition to the expressed emphasis given by YEDPA for the involvement of community based organizations (CBO's). Yet, as YEDPA has unraveled itself, it is clear that CBO's are involved in all three localities. It should be noted, however, that in all three localities some CBO's were already involved in the delivery of manpower services prior to YEDPA. But in none of these cases were CBO's involved in any particular youth services. Under YEDPA, some CBO's are now involved in youth programs in each community. In Albuquerque, a CBO administers the entire YCCIP program. Of the three areas, this is the largest single CBO project. But in Albuquerque, there are no CBO's involved in any YETP programs nor were any CBO proposals requested. In El Paso and the Coastal Bend area there is only minor involvement of CBO's in YCCIP but there is more participation in YETP. In the Coastal Bend area, the LULAC Educational Services program provides services to the LEA's program. The OJT program sponsored by the American G.I. Forum however, appears to be floundering. In El Paso, the YETP program run by CBO's began so late due to the aforementioned delays that it is not yet possible to make any clear-cut observations as to their role.

H. Coordination of Youth Services

The requirements for the preparation of youth service inventories was largely a waste of time. There is no evidence that they played any role whatsoever in the planning or implementation of YEDPA. The time constraints imposed on the program simply did not allow time for such input. Moreover, even when completed, the material is so broad and general that it really does not tell very much that would be useful to address specific youth employment needs. They are more of an indication of community services than anything else.

The most novel new venture is the youth office established in Albuquerque. As discussed at length in Part II, it is a one-stop office for the delivery of all youth services. It is to be totally comprehensive with no delegation of duties to any other office in the city. It will be staffed by 3 counselors, 2 job developers, and one referral specialist. Each youth will be assigned a counselor who will be the same person for all subsequent visits. It is the counselor's job to handle all of the needs of each youth. Thus, the objective of the youth office is to centralize all youth activities in one office while, at the same time personalizing the contact of each youth with the office. The youth office is physically separate from all other manpower agencies in the city in a convenient downtown location.

In most instances, the YCCIP and YETP projects in each city are designed to continue into the summer. In the Coastal Bend program, the original intension of the YETP project administered by CCISD was to end June 1, 1978, and then to transition all of the enrollees into the regular CETA Title III Summer Youth Program. By spending all of its YETP money before June 1, it was planned that total enrollment in YETP would have been higher than if the funds were spread out through the summer months. The fact that the program was delayed now means that YETP will be extended for the participants. Still there are plans to transition into the summer youth program once the YETP funds are used up. This does raise some fears since the eligibility standards for YETP are higher (with respect to family income) than are those for the regular summer youth program. The extent of this possible problem is unknown at this time but the school system officials are very much aware of it.

I. Future Options

All three prime sponsors have been too deeply involved in their implementation activities to give much attention to the long run. All acknowledge that in the past there has been a definite tendency to squeeze youth out of CETA activities. Accordingly, they have welcomed the attention that YEDPA gives to youth needs. They do not like the complexity of the legislation and would prefer a mandate to serve youth but one that would permit more flexibility in the design of the particular format.

IV. Concluding Observations

The fact that so little time was allowed for planning YEDA in the Fall of 1977 haunted efforts to implement YEDPA during the Winter of 1978. It is only by early Spring that YEDPA can be said to be operational in any meaningful sense. Delays were the rule in the launching of the YEDPA projects in all three prime sponsor areas. There were no exceptions to the rule. The lack of sufficient planning time was perhaps the most important explanation for the delays. But another key factor pertained to the higher priority assigned by DOL to adult programs during the start-up months. The local prime sponsors were given an offer they could not refuse: fill up your public service employment slots immediately or lose them. The primes got the message and acted accordingly. In Albuquerque, it is also clear that the delays and confusions associated with the ability of MDRC to begin the entitlement program have adversely affected YETP and YCCIP by diverting staff time.

Although the question of substitution seems to be the major concern of politicians (and there is no way to address these concerns at this date due to the delays in program implementation), there is emerging a more serious issue for economists. Namely, the thrust of YEDPA is clearly toward in-school youth of high school age. Most of these people benefit from the presence of the program but are they really the group for whom YEDPA was designed? It would seem at this early stage that the impact of YEDPA is likely to be more associated with increasing youth employment but not reducing youth unemployment. Most participants seem to be coming from the "not in the labor force" category as opposed to being "unemployed" per se.

Lastly, it does seem unfortunate that YEDPA's course is being steered away from the building of tangible profits. Its participants are largely working in service occupations. YEDPA is being denied the opportunity to build any lasting monuments for its participants to look back to with pride or for future generations to be able to acknowledge as being accomplishments. The barriers to YEDPA involvement in labor intensive construction projects should be examined more closely.

Yet despite numerous obstacles, YEDPA is "off-the-ground." It is strongly supported from a conceptual standpoint by all of the prime sponsors. In no instance does there appear to be any problem finding willing participants and, to date, dropout problems have been minimal.

AN EVALUATION OF THE IMPLEMENTATION PROCESS FOR THE YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS ACT OF 1977 IN MICHIGAN:

Second Interim Report on Progress in Detroit, the Grand Rapids Consortium, Kalamazoo County, the Lansing Consortium, and the Muskegon Consortium

This report was prepared by Peter Kobrak of Western Michigan University under a grant from the Employment and Training Administration, U. S. Department of Labor.

The authorship of this study is truly collegial. The principal investigator assumes final responsibility for the materials presented, but all of the following coauthors provided valuable data and ideas: Lowell Baker, Gus Breymann, Mark Clevey, Dan Hannigan, Jeffery Johnson, and Robert Straits

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As this Second Interim Report is written, it is still early in the life of the Youth Employment and Demonstration Projects Act of 1977 (YEDPA). All five of the Michigan prime sponsors in this study have now begun implementation of the program, although in the case of Detroit and the Musekgon Consortium, activity only began in April. If any overall theme emerges from results to date, it is perhaps the considerable diversity in what is being attempted by various contractors in each of the areas, and the likelihood that the results particularly in terms of program quality, will vary more markedly than is usually the case with a federal program.

Such wide variations are presumably to be expected in an experimental piece of legislation, but the differences say as much about where we are in the development of CETA generally as they do about the evolution of YEDPA in particular. Veteran manpower contractors, for example, are demonstrating a capacity to latch on to the implications of knowledge development, while the concept, regardless how it is defined, appears to be sailing over the heads of the neophyte or small contractors. The diversity of responses to work experience reflects often the strongly felt assumptions and philosophy of the contractors who make adjustments in their modus operandi to comply with the Act's requirements, but whose response emerges out of an established program base, and all the intellectual baggage implied in such a base.

Such diversity is also encouraged by the federal emphasis on using a broader gamut of delivery agents than is found in CETA generally--an emphasis that these Michigan prime sponsors have picked up--and by the entry of the schools into the manpower game. Indeed, the participation of these numerous different types of actors has meant that even when prime sponsors react in a somewhat similar vein, there are seemingly endless nuances. For example, all five of the prime sponsors appear to be targeting slots consistently to the disadvantaged, but that similarity can be lost in the numerous demographic and psychological definitions of disadvantaged status encountered. In contrast, the inability of prime sponsors and contractors alike to define youth participation operationally has resulted in numerous distinctions which rarely seem to result in added youth involvement. But, if the pattern of response is uneven and mixed, the information gathered in this report does suggest that most local actors are making a sincere attempt to comply with what for many of them is an offbeat set of requirements.

I. THE IMPLEMENTATION OF KNOWLEDGE DEVELOPMENT

Responses to knowledge development must be seen partly in the strikingly different perceptions that contractors have of what the term means. Some contractors define knowledge development in relation to their entire program, while others focus on a particular program component. Some see it as pertaining primarily to their own program or to the specific clients engaged in the experiment, while others envision the analysis as having implications nationally or at least for the prime sponsor area as a whole. Some are simply tracking their knowledge development components with their established financial and management indicators, while others are focusing more directly on program effectiveness.

That problem, however, overlaps with what the prime sponsors see as first priorities in the implementation of YEDPA or other CETA programs. The experimental nature of knowledge development seems fragile at the local level where fiscal and management information seem to dictate "reality." The niceties of social science thus tended to be observed after such reporting procedures were in place. Furthermore, in the view of a Muskegon Consortium executive, "Capacity building became critical when we moved from 100 to 900 students and added educational criteria." In Kalamazoo, too, the Project Director of the W.E. Upjohn Institute for Employment Research expressed a preference for adjusting its manpower system this year, and then developing a strategy for working with the contractors on knowledge development in the Fiscal Year 1979 plan.

Knowledge Development Program Activities. But with or without prime sponsor assistance, the contractors are performing knowledge development activities. It is too early in the implementation of the Kalamazoo and Muskegon programs to report much progress, but the Kalamazoo County YETP contractors are planning to follow through on the career and occupational education questions posed in their contracts, and in Muskegon the experiments, which follow closely the career employment experience model outlined in the guidelines, will be tested by the prime sponsor. The experiment being conducted by one of the Muskegon contractors underscores that the results of knowledge development must be measured in terms of knowledge diffusion as well as innovation. This contractor is excited about the initial results obtained by hiring paraprofessionals as job coaches, rather than credentialed personnel to perform the more traditional counselor role, and by having these coaches work intensively with disadvantaged youth on their attitude toward the world of work. While the National Alliance of Businessmen and other manpower programs have utilized this approach, it is apparently the first time that a Muskegon contractor has utilized it.

In Detroit one of the Manpower Department executives observed that it is "difficult to sell the research component of knowledge development," but some experiments are beginning. Chrysler Learning, Inc. has designed an experiment that emphasizes intensive goal-direction and group counseling, career--rather than vocational--education, and self-development and awareness. This program includes 225 disadvantaged youth and 25 youth drawn from families with incomes above the poverty line. The relatively better-off youth are receiving services rather than wages, but all of the youth are placed in comparable public and private nonprofit sector positions by the Detroit Public Schools. The strong emphasis on relating employment to the overall development of the youth is close to the approach articulated by the Schools and to the approach previously used by Chrysler Learning in working with disadvantaged adults. The research hypothesis is that students who can control their behavior and gain knowledge of career opportunities, as well as themselves, will become better students, and improve their academic performance. While it is too early to assess results, the response from King High School, one of the toughest in the City, and from its principal has been positive; he wants to expand the counseling component during the next academic year, and make counseling an elective available in the curriculum to all students.

Detroit's Opportunities Industrialization Center (OIC) plans to conduct what is apparently the only experiment to determine what impact youth involvement might have on program development. As a contractor, OIC is forming its own Youth Advisory Council. The information derived from this Council is intended to be utilized in subsequent program planning. The Metro-Youth Foundation is working with inner city youth in an attempt to place them in banking and clerical jobs outside the City of Detroit limits.

After moving through the more plebian tasks of launching a new program, the Grand Rapids Consortium (GRAMPC) staff returned in mid-April to the question of what contractors would be expected to do in order to comply with YEDPA's knowledge development component. The GRAMPC Programs Coordinator sent a memorandum to all contractors reminding them of the emphasis that YEDPA places on knowledge development, defining the term, and requiring every contractor to refine one or more of the concepts delineated in the Act into a "workable knowledge development activity" that could and would be promptly implemented. Contractors were requested to describe the degree and extent to which the proposed project is new or different from existing (or previous) programs; state the specific objectives and outcomes that might stem from such innovativeness; and assess the impact that such innovations "might have on other programs for youth, for the community at large, or for State or Federal programs and activities for which the project might serve as a pilot or demonstration project."

GRAMPC's contractors responded to the prime sponsors' instructions for the development of detailed concepts in early May. The Allegan County Resource Development Committee (ACRDC) chose to implement an evaluation program to determine whether YCCIP participants' views of community needs were affected by YCCIP participation. Another CBO, Eight CAP, selected an internal evaluation process aimed at demonstrating that the work experience jobs arranged for youths did, in fact, produce worthwhile outputs for communities, which might not have been realized otherwise. The Wyoming Public Schools, which had neglected to identify any knowledge development areas for YCCIP when it originally submitted its funding proposal, later submitted a knowledge development component designed to show that extraordinary attention to the fostering of good work habits during the project could lead to a higher success ratio in job placements for YCCIP "graduates." Finally, the Kent Community Action Program implemented a knowledge development activity testing the premise that basic home repair skills, knowledge of health and safety codes related to housing, and skills in assessing minor home repair needs could be taught to economically disadvantaged youth.

As in other Michigan prime sponsor areas, YEDPA's Youth Employment and Training Programs (YETP) evoked a more thoughtful and detailed response to the question of knowledge development activities than YCCIP. Wyoming Public Schools, which operates an in-school program, stated that, "The knowledge development activity selected for this contract is recognition of specific job-related goals through broad career exposure. By May 31, 1978, participants will be exposed to a variety of available career possibilities and will, through self-assessment, identify a specific career goal." Kent CAP, which had originally identified no fewer than eleven research hypotheses for its out-of-school program, narrowed its choice to a single premise: "That individual and consistent attention, positive expectations, and patient close supervision can be combined with the incentive of a paycheck to produce acceptable levels of performance among (twenty) youths previously considered unsalvageable." ACRDC, an operator of in-school and out-of-school YETP programs, expressed its interest in learning whether greater cooperation with school personnel would influence the number of participants receiving credit for YETP work experience. Grand Rapids Public Schools (GRPS) expressed its intention to place 1978 YETP information on its computer, although, when interviewed, one of the GRPS administrators expressed concern that other, higher priority, computer uses might prevent the Research Division from completing this analysis. Eight CAP selected an ambitious knowledge development activity designed to show that opportunities for subsidized temporary employment could increase school retention rates among thirty YETP participants.

The most rigorously formulated knowledge development experiments are those developed by the Lansing Consortium. The premise to be tested in the

Consortium's YCCIP program is that the project approach for serving youth employment and training needs is more effective than the traditional work experience program approach in terms of the following measures: higher placement rates into unsubsidized employment, higher rates of placement into meaningful employment, longer periods of participant retention in unsubsidized employment, higher placement wages, higher wages after six months and one year of unsubsidized employment, a decreased school dropout rate, and an increase in the rate of youths returning to school. The YETP experiment takes up the option in the YEDPA guidelines of testing the desirability of broadening the opportunities for participation in YETP on the premise that disadvantaged youth would benefit from working and training alongside non-disadvantaged youth.

The Evolving Methodology of the Knowledge Development Experiments. Cooperating with the Lansing Consortium Evaluation Department in conducting this experiment is the Lansing School District staff which developed the questionnaire and administered the pre-test. Two programs were established in the experimental program. The targeted program includes youth from families with incomes below 85 percent of the lower living standard income level. This control group will be compared with a treatment group consisting of youth drawn from families with income above or below 85 percent of the lower living standard income level. Comparisons will be made between the two groups on the basis of classroom achievement, school retention and completion, entrance into college, and entry into the world of work. In the YCCIP experiment, an experimental group of 16 to 19 year old youth participating in YCCIP will be compared with a control group of 16 to 19 year old youth drawn from CETA Title I work experience programs. Both groups will be homogeneous with respect to sexual composition and racial and ethnic makeup.

The Muskegon Consortium prime sponsor has arranged for each contractor to do a monthly work experience evaluation of participants. For their part the youth will be doing evaluations of their supervisors that are scheduled for the middle and end of their programs. A pre-test and post-test research design has also been arranged in conjunction with Muskegon's OIC, since that agency is conducting the intake procedure for all YEDPA youth. Each participant at the beginning and end of the program will take the ABEL math and reading tests, WRAT spelling tests, the self-directed search and vocational exploration test, and the Hartman and Rokeach values profile test, and will also undergo an interview assessment. Although the tests take only about 15 minutes each to administer, the logistics of arranging for 400 youth to take every test extend the process over a week. Perhaps in part because the tests are administered by a CBO, however, youths have apparently not complained about this process. Test scores are forwarded by OIC to the appropriate contractor in each case. One advantage of this more extensive intake process is that it is occasionally identifying someone with skills who can be placed in unsubsidized employment without taking the program--skills that would not have surfaced in the usual CETA intake process. Kent CAP is also testing for YETP improvement in math and reading, and reports that in Grand Rapids and its surrounding area there are disadvantaged high school youth who are working at the third and fourth grade levels, and who cannot write their names, even though they sometimes have high verbal skills and, as one CAP veteran put it, "You'd be surprised how well they can figure their checks."

The impetus for the more ambitious knowledge development experiments appears to come largely from prime sponsor staffs. The more directly involved the prime sponsor staffs are, the more developed the research seems to be. There are certainly exceptions to this rule. Formative Evaluation Research Associates (FERA), an Ann Arbor-based consulting firm, is working with Chrysler Learning in Detroit, and the school districts are utilizing their own research capacity, to the extent that they deem it appropriate, wherever they are. But in Lansing and Muskegon the prime sponsor staffs are directly involved, while in Detroit and Kalamazoo, where contractors were left to their own devices, such research is generally lagging. In the Grand Rapids Consortium, the staff has met with contractors, but has encouraged them to do self-evaluation in the hope of accustoming them to doing their own evaluation and to avoid giving the impression that they intend to interfere through such evaluation. In order to limit necessary contact, the GRAMPC staff has encouraged the programs during the first year to tackle relatively straightforward experiments.

The Impact of Knowledge Development. The knowledge development mandate has provided an incentive in these Michigan prime sponsor areas for structuring evaluations of the YEDPA programs. It is one of the few times that CETA has addressed itself in guidelines to the question of program quality, rather than simply quantity, and that emphasis has drawn favorable comments. The existence of these specifications generally has spurred productive activity, and the "10 percent special component" monies provided under YETP resulted in Lansing's program evaluation of the mixed-income program concept. The specifications made the experiment easier to design and implement, and the funds permitted a more concentrated, large-scale effort than was deemed possible previously. Ultimately the real worth of these experiments will depend on how extensively they are subsequently used, and how widely they are applicable, but such judgments can only be made later in the year. In the meantime such considerations seem to argue for more direct involvement of the prime sponsors and contractors together in such research design and implementation.

II. THE CONTENT AND QUALITY OF WORK EXPERIENCE

YEDPA posed a substantial challenge for prime sponsors and contractors--could they simultaneously meet the demand of a countercyclical economic policy that jobs be filled quickly and the demand of an enlightened social policy that the program provide youth with more than rudimentary supportive services and training and with work experience that is more than simply a glorified form of income maintenance? The reasons why two of the five prime sponsors did not begin their YETP programs until April, and thus did not meet this challenge, are a reminder of the numerous exogenous forces that impinge on local manpower program implementation.

In Detroit the implementation period coincided with the demotion of seven senior officials in the Manpower Department. Mayor Coleman Young observed in a press conference that the Department's operation was "below standard," and in what subsequently became known as "the Good Friday massacre," the administration moved, among others, the Department's director, associate director, deputy director, planning director, and operations director. While the reorganization may have slowed progress, the Manpower Department has had difficulty launching some of its other manpower programs too. The involvement of the Detroit schools may also have partially slowed the effort. Their operating procedures as well as planning process are simply not designed for the rapid reaction envisioned in YEDPA. For example, the hiring procedure for bringing counselors and teachers into federally-funded, temporary programs is the same as for full-time, tenured slots. The time-consuming safeguards built into making hiring decisions with long-term implications for the school system were thus observed in selecting personnel for a program scheduled to end on September 30. The arrival of YETP and YCCIP also coincided with the award of a Youth Incentive Entitlement Pilot Project (YIEPP). This multimillion dollar experiment is also behind schedule, and, thanks to the literally thousands of job commitments that it entails and the strong backing and interest that the program has attracted within the business community, it looms large in the minds of executives who in some cases are responsible for implementing YETP and YCCIP too.

An entirely different set of circumstances intervened in Muskegon. It was widely assumed that the Muskegon Area Intermediate School District (MAISD) would sign a Local Educational Agreement (LEA), but when its financial demands were not met, MAISD suddenly withdrew in mid-February, leaving the prime sponsor in the position of having to reach separate agreements with the individual school districts. The prime sponsor was also concerned that YEDPA should be launched utilizing a systems approach that would result in a closer integration of its program components than Muskegon had previously attempted.

Kalamazoo County's YCCIP program has so far proven to be a victim of insufficient interest by potential contractors. Four contractors initially competed for grants. One did not meet the YEDPA guidelines leaving two small contracts involving a total of only five slots and the balance available for the fourth contractor, the Kalamazoo Public Schools (KPS). Part of this grant request was funded outright, while the remainder was identified in the additional 25 percent beyond its regular YCCIP allocation that the Chicago Regional Office also asked Kalamazoo to submit. If more money became available, these funds could be used to expand the KPS contract. Then KPS withdrew its funding request in compliance with a union objection to the proposed project. Region V told Kalamazoo County to use instead the projects listed in its additional 25 percent proposal. Since the prime sponsor had targeted those slots for KPS too, that alternative provided no additional options, and the county could not legally create new projects--it would have to submit new proposals. By then the larger sums in Titles I and VI and the summer youth program were occupying the attention of the prime sponsor, and it appears as of this writing that only about $10,000 of the YCCIP funds will be allocated. The prime sponsor will probably try to carry over the funds until next year.

There is no real incentive for local prime sponsors to hire quickly under the YEDPA guidelines, and thus achieve the national goal of utilizing manpower programs as a countercyclical economic policy. Errors made in haste may lead to criticism from local politicians and from Department of Labor (DOL) Region V monitors, and may undercut program quality. Prime sponsors might view the issue of rapid program implementation differently if they were confronted with a possible loss of federal funds, but the two Michigan prime sponsors who have moved most slowly in filling slots are confident, nevertheless, that they can meet their overall program goals and spend all of the funds allocated to them, even though they are starting late. The distinction between meeting the goal of a countercyclical economic policy and expending all of the available funds within the prescribed time limit is important. The tension for the prime sponsor is not between the quantity of jobs created quickly and the quality of the jobs--it is between developing program quality and spending all available money in order to avoid the political charge that federal funds available for the home folks went unheeded. Beyond those two goals, the relationship between countercyclical economic policy and manpower programming is a federal--not a local--problem. Prime sponsors are aware and vocal in pointing out that moving more rapidly than is required by these goals may lead to disallowed costs levied by the same Department of Labor that invited them to hire rapidly. The incentives are thus in the direction of "covering your ass" rather than "moving it."

Struggling To Improve the Quality of Work Experience. Interviews with selected contractors reveal an awareness that YETP and YCCIP are programs intended to provide youth with work experience, where relevant to program activity, for the purpose of career development and enhancement rather than simply with glorified income maintenance. As part of the career employment experience

(C.E.E.) activity of the YETP program, emphasis is placed on complementing work experience with services that aid the youth in their transition from school to work. These services generally include, at a minimum, some job information, counseling, and placement services. Under YCCIP a number of contractors are utilizing "employability training" and a few try to develop vocational skills that will enhance participant employability upon program completion. The mandatory YEDPA "employability plan" can be found in contractor files in all five locations, while the awarding of academic credit varies by project as well as by prime sponsor. Occasional complaints are heard that the money and time devoted to injecting such components into youth programs might better be spent in simply hiring more kids, but more frequently there is acceptance and concurrence with the program rationale.

Contractor reaction to work experience has assumed numerous forms, but, not surprisingly in view of the legislation, the synthesis of work and services is a common thread that runs through many of the newer programs. In Detroit, for example, Wayne State University's Division of Community Services has traditionally placed considerable emphasis on raising the educational level of the disadvantaged students with whom it works so it needed little encouragement to build some of this emphasis into its YCCIP project. Chrysler Learning, Inc. was selected as a subcontractor by the Detroit Public Schools partly because it could place the student in a work experience setting that would be more conducive to career exposure.

Sometimes education and work experience are alternatives available to meet student needs. The three YETP components included in Detroit's "SER" program are a youth basic education program, a clerical training class, and an OJT program. The clerical training program allows students who normally must have a GED in hand to enter initially without it, while the OJT program allows the individual to attend an educational institution if a criterion such as the GED is requisite for employment. Exceptions to this rule in some prime sponsor areas are a few Neighborhood Youth Corps programs that have apparently plodded along for ten years or more sporting the same look while wearing whatever label was in vogue, and some recent Title I models that were expanded when YEDPA surfaced.

Program deliverers have encountered numerous impediments in seeking to upgrade the quality of available work experience. YEDPA job developers in Muskegon report that they have met stiff competition from the federally funded "YEP" and "STIP" programs and from Co-op programs--all of which are catering to youth whose family incomes are above the poverty line. Some contractors have chafed at the stipulation that youth can be placed only in public or private nonprofit agency jobs, particularly in the light of the goal that the same youth be ultimately placed in unsubsidized private sector positions. Indeed, one public school in the Muskegon area assumed when it signed up to do work experience under the C.E.E. component that it could place in the private sector, as it did in the case of its Co-op program, and the Muskegon Consortium's program was delayed partly by the need to add an addendum to the relevant contracts allowing the schools to do OJT as well as work experience. Contractors in several jurisdictions have come across Michigan as well as federal regulations pertaining to the hiring of minors that compelled the redefinition or elimination of some apparent job openings. By 1977 these provisions were sufficiently numerous and complex that the Michigan Department of Education was moved to publish a Guide to Child Labor Provisions for Co-op Education Programs.

It is the work sites themselves that in a number of cases are the Achilles' heel of work experience. The rapid implementation of YETP and YCCIP compelled prime sponsors to fall back on traditional sources and types of youth employment. As one prime sponsor staffer explained:

> We were able to devote little attention to getting better work sites or improving the work sites that we had. You don't have that luxury when you have to put 650 people to work in a week. You're going to beg, borrow, and steal jobs. Take any work site that you can get. Use the work sites that you had before. And those work sites are the key to program quality. The Act further inclined us in that direction by telling us to use the same experienced contractors who, of course, bring with them their own work sites. They have to give you time.

In Kalamazoo, for example, the occupational titles in C.E.E. are clerical/receptionist, custodial/maintenance, bus aide, school aide, and teacher's aide; in work experience they are clerical/receptionist, custodial/maintenance, day care aide, recreational aide, food service assistant, and teacher's aide. Although prime sponsors have sometimes developed a few more challenging positions, the norm is jobs of this type. As a Muskegon prime sponsor staffer put it wistfully, "Where do you go in the public sector for a large variety of jobs that you can match up with the widely varying career aspirations of these youth?" A Grand Rapids manpower expert encountered considerable skepticism among the YEDPA contractors, explaining: "First, the feds hit 'em with all of these quantitative placement milestones and then came all of this qualitative stuff." The Lansing Consortium too suffered from insufficient information. It had a list of the job sites when passing on the projects, but had few specifics on the jobs themselves. The difficulty of identifying worthwhile slots is compounded by what one prime sponsor executive termed the "plantation psychology" of some agencies who agree to take whatever number of youth are available without having any idea of what to do with them; the reaction is one of "We'll take whatever number you can provide and then we'll put three buggers here and three buggers there."

Tightening Work Quality Through Closer Supervision. One way in which all of the prime sponsors have sought to enhance the quality of work experience is through tighter monitoring than is traditionally accorded to youth programs and, in accord with the YEDPA regulations, through a more promising ratio of students to supervisors. In the Muskegon area the on-site supervisors are being provided by the contractors responsible for the work experience and OJT. Each contractor also has a roving supervisor who, in the view of the Consortium staff, has made a difference. If the job-site supervisor encounters problems, they are discussed with the supervisor from the contractor before corrective action is taken. Next year it will be stipulated by the Consortium that training of all youth supervisors is mandatory. The Grand Rapids Consortium required in its YETP and YCCIP Requests for Proposals (RFP's) that contractors maintain at least a 1 to 12 supervisory ratio. In order to meet the YEDPA and GRAMPC guidelines, most contractors have sought additional supervisors. Detroit has also included enough money for supervision in its contracts so that new people are generally being hired. In accord with the task-oriented definition of their function, they are supposed to measure output against goals and objectives, and oversee the integration of work and training. The supervisor-participant ratio in the Lansing Consortium's YCCIP projects is generally 1 to 3 or 4 and never more than 1 to 10. Supervisors include Title VI crew chiefs, a school science teacher, and City of Lansing Parks and Recreation Department employees. Kalamazoo is also utilizing some public service employees (PSE) as supervisors, but in some cases it finds that existing staff who heretofore have had little supervisory experience are performing this function, in addition to their regular duties.

While no deliberate effort is underway to create a separate class of YEDPA jobs, the positions can be distinguished for several reasons from other slots created by the private or public sectors. Virtually all of the positions are at the minimum wage, and many are part-time. In Kalamazoo, for example, YETP and YCCIP workers average about 22 hours and 35 hours per week respectively. Many are trainee positions, and, given the reluctance of employers to hire youth, they often depend on the willingness of an on-site supervisor to make a commitment in time and energy. The Grand Rapids Consortium has tried to alter the form taken by the jobs to coincide with the interests of the youth participants. It has circulated all of the job titles included in the YETP and YCCIP annual plans, along with instructions for modifying job titles and wage rates as youths make new career choices. So far, however, grant modification requests have not been submitted by any contractors.

Linking Work Experience to Educational Curricula Through Academic Credit. The critical link needed to tie work experience to education is the granting of academic credit. Such recognition would seem to be needed as much to gain the cooperation of the educational institution as the attention of the student. The schools, however, do not always see academic credit as critical in relating youth education and employment whether or not they favor awarding it. A Grand Rapids school administrator argued that the students were already receiving academic credit for so many activities that they can often graduate early now--the school's problem is keeping them in class long enough to meet their basic educational needs. The lure for the student under these circumstances is seen as the payment on the job. Sounding a similar theme, the Detroit Public Schools in their YETP application anticipated that "The subsidized work experience will be used as the incentive for enrollee participation and success."

For their part the CBO's are more receptive about working with the schools and returning youth to the classroom than the rhetoric of the '60's about the "failure of the schools" would suggest. CBO administrators in Detroit, Grand Rapids, and Muskegon pointed to the serious basic education deficiencies possessed by the disadvantaged youth in their programs. While some emphasized "employability training" and others vocational skill development, there was a universal determination to utilize YEDPA either to provide youth directly or indirectly with more education or to motivate them to return to school. Some CBO's were more convinced that the schools had adapted in recent years to the needs of their disadvantaged students than others, but all shared a conviction that the retention or return of the youth would be a most desirable program outcome. Some CBO's indicated that they were trying to enlist the assistance of supervisors to re-enforce the educational program components through activities performed at the work site.

Observers differ as to how motivated the schools are to grant academic credit but the prime sponsors generally manifest confidence that arrangements will be successfully completed in conjunction with Fiscal Year 1979 YEDPA planning. Kalamazoo's Youth Opportunities Unlimited (YOU), which is a division of the Kalamazoo Valley Intermediate School District (KVISD) and is responsible for the in-school program, has concentrated this year on restructuring its C.E.E., but it is confident that next year academic credit will be obtained in several local schools. The Muskegon Consortium has also joined work experience to its C.E.E., but postponed linkage to the existing educational curricula through academic credit until next year, although the Fruitport School District is offering such credit to 36 YETP participants this year. In the Lansing Consortium (LTCTMPC) a YCCIP project run by the DeWitt Public Schools combines work experience and various ecological activities. A high school ecology class, with the science teacher as project director, is spending a total of approximately 60 class hours developing brochures about nature areas and parks and mapping trails and rivers. One academic credit is awarded for this classroom activity. To promote progress toward the granting of academic credit, the Grand Rapids Consortium in mid-April required every YETP and YCCIP contractor to develop a plan and timetable for reaching agreements with LEA's by June 30. It is also planning to stipulate that provision of academic credit be included in all LEA agreements next year.

Detroit is experimenting with an interesting variation on linking work experience to traditional educational curricula. Concerned at the high dropout rate in its expensive and extensive CETA allied health career programs, it is conducting an assessment and orientation program designed to introduce youth to the wide range of opportunities available in health care services. The contractors gauge the student's ability, achievement, and vocational interests in order that the individual can be directed into areas that suit their abilities or in some cases out of the health field before weeks or months of valuable training time have elapsed.

There is little indication from the various prime sponsor areas that the competencies derived from work experience are being documented, no less validated. Contractors have generally either developed their own employability plans or received them from the prime sponsors, but monitoring by at least two of the jurisdictions indicates that they are not always kept current. One inspection revealed that the contractor was keeping these plans not in the students' files but in a bank vault across the hall. The most systematic audit occurred in Kalamazoo where every fourth file of the YETP in-school and out-of-school youth was pulled. This internal audit by the prime sponsor's management agency revealed that only 35 percent of the out-of-school files and 31 percent of the in-school files contained the written job descriptions required under the regulations in the case of all OJT and work experience positions. In addition to monitoring for such discrepancies, some of the prime sponsors are beginning to generate alternative sources of information that will also contain some of this information. The Muskegon Consortium has developed a form to be filled out by the on-site supervisor at the conclusion of the project that includes a listing of the skills, hours of experience, and degree of accomplishment attained by the youth. This form will not only provide feedback on what was actually accomplished at the work site, but is also designed so that it can serve as a resume in the youth's subsequent job search.

It is too early to judge the impact of the program components on the youth, but it is interesting that three of the five prime sponsors on their own initiative have prepared questionnaires to administer to the youth on completion of the program. The Grand Rapids, Lansing, and Muskegon Consortia have each developed questions measuring attitudinal and behavioral changes in the youth. Such impact analyses are rare in the implementation of CETA in these areas, and seem directly attributable to YEDPA.

Tangible Outputs Manifested by YCCIP. One of the messages communicated loudly and distinctly to these Michigan prime sponsors by the national and regional DOL offices alike was that YCCIP projects should produce tangible and visible community benefits. The projects that seem to have attracted the most community attention are those in the inner city areas of Grand Rapids, Detroit, and Muskegon. A number of the youth in Grand Rapids are working on weatherization projects where, as one local manpower planner put it, "They really work the little rascals." Often the youth come from the same neighborhood or one nearby, and there appears to be something of a spirit of "Yes, I worked on that house." A crew in Muskegon is helping to refurbish Heritage Village, a downtown area engaged in selective urban renewal. The Muskegon Consortium has also begun a Dial-a-Hand project where senior citizens call in for home maintenance projects; designated a crew that puts numbers on houses in Muskegon Heights, one of the poorer areas within the metropolitan area, so that fire and ambulance services can respond more quickly to calls; assigned a crew to the Neighborhood Improvement Association to work on community gardens; and begun a survey of community needs within the Association's jurisdiction.

Northwest Detroit has become one of the city's increasingly blighted areas, as the Dutch Elm disease has spread through the area. Wayne State University's project expects to measure the progress made by planting new trees as well as the educational achievements that the youth derive from the work and from educational activities tied into the project. Some of the block clubs within the impacted area have encouraged the project to work on their particular streets. Chrysler Learning, Inc. intends to include skill evaluation as one of its tangible benefits, and that commitment is built into the contract. Lansing's Capital Area Community Services (CACS) agency has already repaired or weatherized 60 homes, while other agencies are building picnic tables, constructing a school swimming pool, and working on a variety of park improvement and environmental projects.

III. THE LIMITED NATURE OF YOUTH PARTICIPATION

In view of the limited extent to which most prime sponsor areas have succeeded in involving adult clients in CETA decision making, perhaps vigorous youth participation would have, indeed, been surprising. But the concept of youth participation has generally received short shrift in YEDPA's implementation by these Michigan prime sponsors.

All five of the prime sponsors have duly added youth to those committees focusing most directly on what local YEDPA policy should be. The Lansing Consortium's Youth Council selected one youth each from the CETA in- and out-of-school programs, and the Council's labor and business representatives drew a third youth from the community at large. The youth added to the Muskegon Consotium's Youth Subcommittee were identified on the basis of recommendations from high school principals, student governments, and other members of the Youth Subcommittee itself. In Kalamazoo the youth's names were supplied by the primary youth program subcontractor, Youth Opportunities Unlimited, and the Youth Council extended invitations to them accordingly. Members of the Grand Rapids Consortium's Advisor yCouncil nominated the three youth who joined that body. Detroit has drawn the names of six youth slated to participate from community groups throughout the city that specialize in working with youth.

None of the prime sponsors are relying with any conviction on youth to play a major role in decision making related to the administration, evluation, or delivery of youth services, as envisioned by some of YEDPA's Congressional sponsors. The knowledge required to follow such policy discussions appears to be simply beyond the grasp of these young people regardless of their relationship to CETA and YEDPA. As one prime sponsor executive explained, "Keeping the youth awake is enough; they haven't been able to understand it."

Attempts to utilize the youth in this prescribed role have simply fizzled. In Kalamazoo youth attendance at Youth Service Committee meetings vacillates between poor and nonexistent. Youth in the Muskegon Youth Advisory Subcommittee occasionally comment, but the contributions are fragmented, and do not provide much of a youth perspective. Because it is a large Consortium, GRAMPC's structure is formalized. It was, therefore, deemed important to integrate the youth within a standing committee rather than create an ad hoc committee that would have difficulty fitting into an already elaborate decision-making process. But even after attending several meetings, these youth have continued to play an essentially passive role. The Lansing Consortium has enjoyed somewhat greater success in relating to its youth. Meetings are scheduled for 7:00 a.m. so that they can attend, and they have done so. In response to youth requests for a definition of their role, LTCRMPC has emphasized the importance of the youth communicating their attitudes to those implementing CETA youth programs.

Redefining Youth Participation in YEDPA Program Planning. Particular prime sponsors or contractors have enjoyed greater success in engaging the youth in a fruitful dialogue when they have redefined the role that youth participation could and should play. Significantly, a number of organizations are independently thinking in these directions, and while their efforts may not precisely square with the letter of the YEDPA statute, they seem in accord with its spirit. The approaches discussed here, however, often are still in the planning stage, and they reflect approaches to youth involvement that do differ from youth decision making as envisioned in Washington, D.C.

The key to these redefinitions of youth participation is their emphasis on obtaining feedback from youth rather than opinions on what the overall program should or should not be. The latter assumes a policy orientation and an ability to conceptualize abstractly that seem almost the antithesis of what one could legitimately expect most youth--no less disadvantaged youth--to bring to decision-making sessions. But youth do have reactions to the programs in which they participate, whether or not they are clear on their goals in the world of work or philosophically, and a number of proposals are geared at obtaining that feedback. Several contractors and prime sponsor staff members have evinced a determination to learn more about what youth want and to provide the individual youth with more of a chance to get it; this perspective seems to stand in marked contrast to efforts made along these lines in previous CETA programs. It is still too early, however, to assess the success of these efforts or even to determine to what extent youth will detect these differences.

The airing of grievances appears to be one of the functions performed by the youth on the councils. These representatives and sometimes visiting program participants too have on occasion raised questions in a manner that implied that the council were a grievance body. "They come," as one adult member of GRAMPC's Advisory Committee explained, "to see that they are done right by." When asked her opinion of her council role, a Lansing member also took the position that "As a student, I have a right to speak out and·to get answers." For their part the Grand Rapids Public Schools plan to set up for their large program, building by building, youth groups to hear grievances.

A number of agencies have already or are planning to circulate questionnaires to obtain youth reactions to what they are doing and recommendations for program modifications. The Lansing Consortium staff thus surveyed youth program participants and a group of nonparticipants on appropriate programming and target group goals for Fiscal Year 1979. The 65 responses on goals from program participants and 27 questionnaires submitted by nonparticipant youth initially were mixed with 28 other responses from the Consortium Youth Council members and CETA youth program deliverers so that it was not possible to determine how the youth as a group felt about these issues. However, the vast majority of respondents, 86 percent and 83 percent respectively, indicated that the most important goals for youth employment and training programs were to increase the number of youth receiving career-related work experience, classroom training, and employment services and to increase area opportunities for youth training and skill development. Responses on the issue of target group priorities were more widely dispersed, although three target groups attracted the attention of almost half of the respondents: economically disadvantaged youth, youth aged 16-19 years, and unemployed out-of-school youth. This input was significant in the formulation of the Consortium's FY '79 youth program and target group goals. The Grand Rapids Consortium has also designed a questionnaire to elicit client views on programmatic quality and impact.

Contractors in Detroit, Grand Rapids, and Muskegon have indicated their intention to sample the views of their program participants. The Greater Opportunities Industrialization Center (GOIC) in Detroit has expressed concern that there is no such feedback mechanism currently available and its intention to disseminate a questionnaire accordingly. The Grand Rapids Public Schools plan to institute a Youth Advisory Board that will comment on various program components and review time sheets and other administrative procedures. Each of the 12 participants will be asked to bring in three interviews based on a checklist. A Muskegon CBO, the Urban Opportunity Development Team, intends to disseminate a questionnaire to tap systematically what it is that most concerns the youth in its program.

The Muskegon Consortium staff is debating a proposal to revitalize its Youth Council by creating a parliamentary system for student government in which secretaries from every school parliament throughout the jurisdiction would be assigned to the Youth Council. The question has been raised whether the attention and interest of this wide gamut of youth can be attracted to YEDPA. GOIC in Detroit has taken an entire class of youth from the Youth Incentive Entitlement Pilot Projects (YIEPP), and turned it into a youth council.

GOIC has vested responsibility for youth program planning in this council, and has told the youth that the programs are really theirs. The City of Detroit Manpower Department (CODM) is planning to form a Youth Council responsible for all of its youth programs. It has tentatively identified a list of persons to serve including six youth, and has stipulated that a stipend of $5.00 will be paid when a youth attends a meeting. An astute counselor known for his excellent rapport with disadvantaged youth has been asked to work informally with the council members. Together with the Board of Education, CODM has also supported the development of a play about employment. It has hired a cost of 50 Detroit youth who are performing it throughout the school system. The youth answer questions about the play from their peers after the performance; a software package to accompany the production is now being written.

Perhaps the most ambitious approach to participation occurred in Kalamazoo where the Chairman of the Youth Services Committee and the county's staff director took steps to increase the ability of the Committee as a whole to assume the initiative in youth planning for FY '79. To that end the Committee held a meeting whose main purpose was "to brainstorm on possible goals, ideas, and programs YETP and YCCIP can address." Asked to list their suggestions, Committee members jointly compiled 32 concerns. Now engaged in the planning exercise, Committee members asked for more detail on YEDPA's overall goals, and the director read portions of DOL's youth Planning Charter. After a lengthy discussion on the suggestions, the Committee asked each member to select and rank numerically the five most important suggestions and assign a percentage weighting to each selection. Seeing the Committee's high emphasis on employment skills, OJT, basic education, job placement, and evaluation methods, the Chairman noted informally that the consensus seemed to be the need for long-range solutions to youth employment problems.

At the following meeting the staff director provided a categorization of the Committee suggestions under such general headings as Employability Development and Occupational Skill Development. He then laid out for the Committee the administrative, programmatic, and policy implications of each program activity, identified by the Committee, now grouped into broader classifications, and reported on the ranking and weighting that each activity had received. Committee members became fascinated but nervous about how little they knew, as they grappled with the problem of fixing priorities among the suggestions that they had made. There was consequently a willingness to cooperate when the project director for the in- and out-of-school programs (who had been absent from the previous meeting) appeared at the next session with a letter expressing concern at how far the Committee had moved from continuation of the present programs. Expressing the view that "if major changes occur within the programs, sufficient time be given them for their planning and decision-making processes," he recommended instead that the Committee work with the contractor to improve and expand the present program. The Committee's subsequent agreement to do so underscores the difficulty of meshing overall planning with ongoing programming, but in the course of the exercise the Committee did to some extent manage to relate the suggestions that it had developed in its own words and thoughts to DOL's jargon, furthermore, if it follows through, the Committee may have laid the groundwork for gaining the knowledge necessary so that it can engage in goal setting with a clearer understanding of what the countractor is doing and can do, what the Committee wants done, and how the two mesh. In the final analysis it would seem that such institution building is the basis for decision making by youth and adult citizens alike.

IV. DELIVERING YOUTH JOBS AND SERVICES TO THOSE WHO NEED THEM MOST

The intent of YEDPA's Congressional sponsors and of DOL is clearly that jobs, work experience and services available under this legislation should be targeted to disadvantaged youth. The data available from Kalamazoo and the Grand Rapids and Lansing Consortia indicate that this intent is being met. The Detroit and Muskegon Consortium programs did not bring on YEDPA participants in the second quarter of FY '78, but they have also expressed confidence that high proportions of their youth will fall within DOL's "significant segments," particularly since this requirement is in accord with the philosophy that they as prime sponsors have emphasized.

The client characteristics of youth from the three prime sponsors active in the second quarter of Fiscal Year 1978 demonstrate that a considerable variety of disadvantaged youth needs are being met under YEDPA. In Kalamazoo, 87 percent of the youth meet the economically disadvantaged guidelines. As Table 1 shows, more than two-thirds of the YETP participants have dropped out of school, and 21 percent come from families on welfare. Half are black or Spanish American, and 5 percent are handicapped. The Grand Rapids Consortium's YETP and YCCIP programs serve youth with a markedly different relationship to education. Ninety-eight percent of the YETP youth, as can be seen in Table 2, are enrolled in school, while 93 percent of the YCCIP youth are high school dropouts. In the light of the Grand Rapids Public School system's heavy involvement in the YETP program, it is significant that virtually all of the participants are economically disadvantaged and 64 percent come from families on welfare. All of the students in both programs come from families earning 85 percent or less

TABLE 1

YETP and YCCIP Client Characteristics During the Second Quarter of Fiscal Year 1978 for Kalamazoo County

Characteristics	Total Clients Served				Total Terminations				Entered Employment			
	YETP		YCCIP		YETP		YCCIP		YETP		YCCIP	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Sex												
Male	58	57	3	50	0	0	0		0	0	0	
Female	43	43	3	50	2	100	0		1	100	0	
Age												
14-15	0	0	0	0	0	0	0		0	0	0	
16-17	48	47	4	67	0	0	0		0	0	0	
18-19	36	36	2	33	2	100	0		1	100	0	
20-21	17	17	0	0	0	0	0		0	0	0	
22 & over	0	0	0	0	0	0	0		0	0	0	
Education												
High sch. student	14	14	0	0	0	0	0		0	0	0	
High sch. dropout	68	68	5	83	0	0	0		0	0	0	
High sch. completed	18	18	1	17	2	100	0		1	100	0	
Attending post h.s.	1	0	0	0	0	0	0		0	0	0	
Family Income												
AFDC/pub. assist.	21	21	1	17	1	50	0		1	100	0	
Econ. Disadv.	87	87	4	67	2	100	0		1	100	0	
85% or less lower standard living	14	14	0	0	0	0	0		0	0	0	
Family Status												
Family Head	7	6	2	33	1	50	0		1	100	0	
Family Member	47	47	2	33	0	0	0		0	0	0	
Unrelated Individual	47	47	2	33	1	50	0		0	0	0	
Ethnic Group												
White	57	56	4	67	0	0	0		0	0	0	
Black	44	44	2	33	2	100	0		1	100	0	
Am. Indian	0	0	0	0	0	0	0		0	0	0	
Other	0	0	0	0	0	0	0		0	0	0	
Spanish Am.	6	6	1	17	0	0	0		0	0	0	
Limited English speaking ability	0	0	0	0	0	0	0		0	0	0	
Migrant or Seasonal Farm Family Member	2	2	0	0	0	0	0		0	0	0	
Veteran	1	0	0	0	0	0	0		0	0	0	
Handicapped	5	5	0	0	0	0	0		0	0	0	
Offender	2	2	0	0	0	0	0		0	0	0	
Labor Force Status												
Underemployed	2	2	0	0	0	0	0		0	0	0	
Unemployed	99	98	6	100	2	100	0		1	100	0	
Other	0	0	0	0		0	0		0	0	0	

TABLE 2

YETP and YCCIP Client Characteristics During the Second Quarter of Fiscal Year 1978 for Grand Rapids Consortium

Characteristics	Total Clients Served				Total Terminations				Entered Employment			
	YETP		YCCIP		YETP		YCCIP		YETP		YCCIP	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Sex												
Male	386	52	21	78	45	64	0	0	11	79	0	
Female	355	48	6	22	25	36	1	100	3	21	0	
Age												
14-15	276	37	0	0	21	30	0	0	1	7	0	
16-17	380	51	17	63	41	59	1	100	9	64	0	
18-19	78	11	10	37	7	10	0	0	3	22	0	
20-21	7	1	0	0	1	1	0	0	1	7	0	
22 & over	0	0	0	0	0	0	0	0	0	0	0	
Education												
High sch. student	723	98	0	0	68	97	0	100	12	86	0	
High sch. dropout	18	2	25	93	2	3	1	0	2	14	0	
High sch. completed	0	0	2	7	0	0	0	100	0	0	0	
Attending post h.s.	0	0	0	0	0	0	0	100	0	0	0	
Family Income												
AFDC/pub. assist.	475	64	11	40	47	67	0	0	8	57	0	
Econ. Disadv.	734	99	23	85	70	100	1	100	14	100	0	
85% or less lower standard living	741	100	27	100	70	100	1	100	14	100	0	
Family Status												
Family Head	14	2	1	3	3	4	0	0	2	14	0	
Family Member	714	96	22	81	66	94	1	100	12	86	0	
Unrelated Individual	13	2	4	15	1	1	0	0	0	0	0	
Ethnic Group												
White	442	60	21	78	46	66	0	0	13	93	0	
Black	234	32	5	19	21	30	0	0	1	7	0	
Am. Indian	12	2	1	4	0	0	1	100	0	0	0	
Other	53	7	0	0	3	4	0	0	0	0	0	
Spanish Am.	45	6	0	0	3	4	0	0	0	0	0	
Limited English speaking ability	19	3	0	0	1	1	0	0	1	7	0	
Migrant or Seasonal Farm Family Member	1	0	0	0	1	1	0	0	0	0	0	
Veteran	1	0	0	0	0	0	0	0	0	0	0	
Handicapped	5	1	0	0	1	1	0	0	0	0	0	
Offender	9	1	2	7	2	3	0	0	1	7	0	
Labor Force Status												
Underemployed	0	0	0	0	0	0	0	0	0	0	0	
Unemplo	18	2	27	100	[illegible]	3	1	100	2	14	0	
Other	723	98	0	0	6	97	0	0	12	86	0	

TABLE 3

YETP and YCCIP Client Characteristics During the Second Quarter of Fiscal Year 1978 for Lansing Consortium

Characteristics	Total Clients Served				Total Terminations				Entered Employment			
	YETP		YCCIP		YETP		YCCIP		YETP		YCCIP	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
Sex												
Male	330	51	40	85	46	58	9	82	13	72	2	100
Female	315	49	7	15	34	42	2	18	5	28	0	0
Age												
14-15	182	28	0	0	9	11	0	0	0	0	0	0
16-17	314	49	24	51	39	49	5	45	6	33	1	50
18-19	109	17	23	49	18	23	6	55	6	33	1	50
20-21	39	6	0	0	13	16	0	0	6	33	0	0
22 & over	1	0	0	0	1	1	0	0	0	0	0	0
Education												
High sch. student	576	89	12	26	52	65	1	9	3	17	0	0
High sch. dropout	40	6	30	64	14	18	10	91	9	50	2	100
High sch. completed	23	4	5	10	9	11	0	0	6	33	0	0
Attending post h.s.	6	1	0	0	5	6	0	0	0	0	0	0
Family Income												
AFDC/pub. assist.	286	44	10	21	35	44	1	9	7	39	0	0
Econ. Disadv.	542	84	32	68	68	85	0	0	16	89	2	100
85% or less lower standard living	597	93	21	45	69	86	7	64	13	72	1	50
Family Status												
Family Head	68	11	3	6	6	7	1	9	3	17	0	0
Family Member	536	83	37	79	58	73	9	82	10	55	2	100
Unrelated Individual	41	6	7	15	16	20	1	9	5	28	0	0
Ethnic Group												
White	452	70	33	70	52	65	9	82	12	67	2	100
Black	153	24	10	21	21	26	2	18	4	22	0	0
Am. Indian	9	1	1	2	0	0	0	0	0	0	0	0
Other	31	5	3	6	7	9	0	0	2	25	0	0
Spanish Am.	43	7	4	9	8	10	0	0	2	25	0	0
Limited English speaking ability	5	1	0	0	0	0	0	0	0	0	0	0
Migrant or Seasonal Farm Family Member	9	1	0	0	1	1	0	0	0	0	0	0
Veteran	1	0	0	0	0	0	0	0	0	0	0	0
Handicapped	24	4	1	2	0	0	0	0	0	0	0	0
Offender	43	7	9	19	14	18	3	27	5	28	0	0
Labor Force Status												
Underemployed	6	1	10	21	2	3	0	0	0	0	1	50
Unemployed	70	11	28	60	24	30	10	82	14	78	1	50
Other	569	88	9	19	5	67	1	9	4	22	0	0

of the lower living standard as defined by the Bureau of Labor Statistics (BLS). The Lansing Consortium's YEDPA data, depicted in Table 3, for the second quarter of FY '78 also shows that the three intermediate school districts and City of Lansing Public School system, which are in charge of the entire YETP program, are also working with students who meet DOL's economic criteria. Eighty-four percent of these students are economically disadvantaged, and the families of 94 percent of the youth receive incomes below the lower level income standard set by BLS. A further breakdown for the Lansing Consortium of the participant mix with respect to the BLS income criteria reveals that 75 percent of the YCCIP youth and 84 percent of the YETP students are at or below 70 percent of the BLS lower living standard. Four percent of the YETP program participants are handicapped, and 7 percent are youth offenders. As in the case of the Grand Rapids Consortium, a high proportion of the YCCIP program is male, and these youth are, not surprisingly, generally older than their counterparts in YETP. The in-school YETP programs in both Consortia are working with a relatively small number of high school dropouts.

The validity of this client data is always a delicate question. As one jaundiced CBO veteran explained, "It's amazing how many kids have family incomes that are five dollars below the income ceiling." But the three prime sponsors appear to have taken the limited steps open to them to validate the data. GRAMPC uses its standard two step CETA verification procedure in implementing YEDPA. Where the family is on AFDC, the contractor is instructed to contact the Michigan Department of Social Service (MDSS) office, and obtain the AFDC case number and name of the case worker. Where the status of a dependent is unclear because of a divorce or separation, tax returns must be supplied by the parent. The income eligibility records are also completed and maintained by individual program deliverers in the Lansing Consortium, together with signed program applications attesting to the veracity of income and other applicant information. If the Consortium doubts a participant's eligibility, the contractor's interviewer or counselor serves as a link between the prime sponsor and the participant to verify eligibility. Such verification is usually sought by contacting parents or by requiring proof of income, age, or other relevant demographic characteristics. Kalamazoo uses the same records for determining and verifying eligibility for YEDPA that it uses in the case of its summer program participants. MDSS verification is sought, where applicable, and parent or guardian signatures are obtained on an income verification worksheet.

All of the prime sponsors have zeroed in on various significant segments of needy youth to the point where some contractors are expressing nervousness. One executive complains that in his jurisdiction they are "overtargeted" with the result that their limited assessment capability is swamped by the more extensive intake entailed in establishing such eligibility. He also fears the eventual impact on placement requirements. A contractor in another jurisdiction feels that, in spite of his intentions and reasonably effective administrative capability, DOL monitors will inevitably present him with a bill for disallowed costs thanks to the stringency of the eligibility requirements. A CBO planner observes that "What parents make is no longer determining what happens to the kids; drugs, crime, alcoholism, and lack of character are increasingly crossing class lines." Thanks to their extensive files of needy youth, however, she worried about the youth who were ineligible but did not doubt her agency's ability to meet the criteria, explaining "When we get funded for a program, we simply draw out the individuals who fit the mold instead of forcing the program to fit the individual."

Whatever the ambiguous feelings about identifying significant segments, all of the prime sponsors have done so. The segments delineated by Kalamazoo, and found in Table 4, are the economically disadvantaged, dropouts, and non-white participants. The discrepancies between planned and actual enrollments of the YETP categories reflect the more advanced implementation of the YETP out-of-school program at the end of the second quarter of FY '78. As identified in Table 5, the Grand Rapids Consortium has designated the economically disadvantaged, dropouts, and non-white participants. In FY 1979, within the City of Grand Rapids, the Consortium intends to involve the proportion of young women, 43 percent, and minority group members, 23 percent, who are unemployed within the City.

Special preference in the Lansing Consortium YEDPA programs is being given, as outlined in Table 6, to welfare recipients and dropouts. The work statements in the YCCIP and YETP contracts and the LEA agreements emphasize that special consideration will be given to the recruitment and selection of participants that fall within these categories. The proportion of dropouts present in both YETP and YCCIP significantly exceed initial planning projections. The data submitted on the other two categories was incomplete, but prime sponsor staffers were able to provide information on the economically disadvantaged segment drawn from a survey done in conjunction with their knowledge development study. Approximately two-thirds of the YEDPA participants can be classified as economically disadvantaged. They were also found to lack previous work experience and acceptable job habits as well as job search and vocational skills.

CBO's seemed considerably more aware of their unique abilities to reach out and work with these significant segments than their program competitors, but, more significantly, there has surfaced a much greater willingness to

TABLE 4

YETP and YCCIP Program Review Indicators for the Second Quarter of Fiscal Year 1978 for Kalamazoo County

Indicators	YETP			YCCIP		
	Actual	Plan	% of Plan	Actual	Plan	% of Plan
I						
A. Total enrollments	101	176	57	6	28	21
1. Enrollments this year	101	176	57	6	28	21
a. New enrollments	101	0	0	6	0	0
b. Transfers from other titles	0	0	0	0	0	0
2. Participants carried over	0	0	0	0	0	0
B. Total terminations	2	26	8	0	5	0
1. Entering employment	1	6	17	0	3	0
a. Direct placements	0	0	0	0	0	0
b. Indirect placements	0	5	0	0	2	0
c. Obtained employment	1	1	100	0	1	0
2. Other Positive terminations	1	10	10	0	1	0
a. Transfers to other titles	0	0	0	0	0	0
b. Returned to continue full-time school	0	0	0	0	0	0
c. Other	0	0	0	0	0	0
3. Non-positive terminations	0	10	0	0	1	0
C. Total Participants enrolled (end of qtr.)	99	150	66	6	23	26
D. Obtained GED						
E. Received academic credit						
II						
A. Career employment experience	13	98	13	0	0	0
B. Transition services	0	0	0	0	0	0
C. On-the-job training	0	0	0	0	0	0
D. Classroom training	0	0	0	0	0	0
E. Work experience	88	78	113	6	28	21
III						
Significant segments						
A. Economically disadvantaged	87	141	62	4	22	18
B. Dropouts	68	44	155	5	11	45
C. Non-white participants	44	79	56	2	13	15

TABLE 5

YETP and YCCIP Program Review Indicators for the Second Quarter of Fiscal Year 1978 for Grand Rapids Consortium

Indicators	YETP			YCCIP		
	Actual	Plan	% of Plan	Actual	Plan	% of Plan
I						
A. Total enrollments	741	864	85.8	27	59	45.8
1. Enrollments this year	741	864	85.8	27	59	45.8
a. New enrollments	381	0		27	0	
b. Transfers from other titles	360	0		0	0	
2. Participants carried over	0	0		0	0	
B. Total terminations	70	76	92.1	1	7	14.3
1. Entering employment	14	16	87.5	0	3	0
a. Direct placements	0	0	0	0	0	0
b. Indirect placements	1	5	20.0	0	2	0
c. Obtained employment	13	11	118.2	0	1	0
2. Other Positive terminations	10	12	83.3	1	0	
a. Transfers to other titles	0	0		1	0	
b. Returned to continue full-time school	10	0		0	0	
c. Other	0	0		0	0	
3. Non-positive terminations	46	48	95.8	0	4	0
C. Total Participants enrolled (end of qtr.)	671	788	85.1	26	52	50.0
D. Obtained GED	0	0	0	0	0	0
E. Received academic credit	0	0	0	0	0	0
II						
A. Career employment experience	724	774	93.5	0	0	0
B. Transition services						
C. On-the-job training						
D. Classroom training						
E. Work experience	17	90	18.9	27	59	45.8
III						
Significant segments						
A. Economically disadvantaged	734	825	89.0	23	41	56.0
B. Dropouts	0	0		27	59	45.8
C. Non-white participants	0	0		0	0	0

TABLE 6

YETP and YCCIP Program Review Indicators for the Second Quarter of Fiscal Year 1978 for Lansing Consortium

Indicators	YETP			YCCIP		
	Actual	Plan	% of Plan	Actual	Plan	% of Plan
I						
A. Total enrollments	645	624	103	47	41	115
1. Enrollments this year	645	624	103	47	41	115
a. New enrollments	568	0	0	45	0	0
b. Transfers from other titles	77	0	0	2	0	0
2. Participants carried over	0	0	100	0	0	100
B. Total terminations	80	92	87	11	4	275
1. Entering employment	18	34	53	2	1	200
a. Direct placements	9	0	0	0	0	100
b. Indirect placements	8	34	24	2	1	200
c. Obtained employment	1	0	0	0	0	100
2. Other positive terminations	43	42	102	3	0	0
a. Transfers to other titles	1	0	0	3	0	0
b. Returned to continue full-time school	41	0	0	0	0	100
c. Other	1	0	0	0	0	100
3. Non-positive terminations	19	16	119	6	3	200
C. Total Participants enrolled (end of qtr.)	565	532	106	36	37	97
D. Obtained GED	0	0	0	0	0	0
E. Received academic credit	0	0	0	0	0	0
II						
A. Career employment experience	565	624	91	0	0	0
B. Transition services	0	0	0	0	0	0
C. On-the-job training	0	0	0	0	0	0
D. Classroom training	41	50	82	0	0	0
E. Work experience	0	0	0	47	41	115
III						
Significant segments						
A. Economically disadvantaged	0	0	0	0	0	0
B. Dropouts	40	235	17	30	21	143
C. Non-white participants	0	0	0	0	0	0

coexist and a greater recognition that in some parts of a particular jurisdiction a CBO is the best service deliverer, while in others it is not. Because so many contractors, such as CBO's and schools, have extensive files of youth seeking employment, no one has found it necessary to do much outreach to locate eligible youth. CETA and non-CETA program files have contained many names, and radio and TV advertisements and contact with community youth organizations have been occasionally utilized. A comparison in the Lansing Consortium of CBO's and other program deliverers, as of the end of the FY '78 quarter, revealed virtually no difference in the proportion of economically disadvantaged served.

V. CHANGING THE RELATIONSHIP BETWEEN MANPOWER AND EDUCATIONAL INSTITUTIONS

No institutional linkage would benefit disadvantaged youth more than a closer tie between the school system and those manpower programs closely associated with the world of work. Even the fragmentary client feedback currently available points to several individuals who have already benefited from a better relationship between education and manpower. But the failure of some of the prime sponsors to leave the YEDPA starting gate more quickly must also be attributed to the development of these Local Education Agreements (LEA's).

The working relationship that evolved between the Lansing Consortium and the intermediary school districts and City of Lansing School District during earlier Title I programming enabled the Consortium to negotiate all of its LEA agreements within 60 days of the YETP allocations. Whatever the social and philosophical significance of these agreements, it is scarcely divined by perusal of the documents. Their format includes standard contractual language defining the Consortium's and the LEA's responsibilities, a work statement spelling out the specifics of the program to be delivered, and enrollment and budget schedules. The Grand Rapids Consortium also accomplished the signing of its agreements rapidly--a feat explained perhaps partly by the virtually identical language of the several agreements and wording that is close to the letter as well as the spirit of the YEDPA regulations.

The failure of the Muskegon Consortium to begin its YETP program during the second quarter of FY '78 rests squarely on the breakdown of LEA negotiations between the Consortium and the Muskegon Area Intermediate School District (MAISD). After it initially appeared that a contract would be signed, MAISD suddenly in mid-February withdrew. It appears that the major reasons were its dissatisfaction with one of the participating CBO's, its desire to run a larger proportion of the program than the prime sponsor deemed appropriate, and its demand that the proposed central intake system be dropped and each school allowed to do its own recruitment. Informal negotiations with individual school districts and the prime sponsor then ensued quickly, but the final contracts were not authorized by the prime sponsor until April 10. The terms again closely followed the YEDPA guidelines, and included such items as work statements, significant segments, the number of positive and non-positive terminations, allowable activities, management information system procedures, and program deadlines.

Kalamazoo decided to administer its YETP in-school program activities through a single LEA, the Kalamazoo Valley Intermediate School District (KVISD). The prime sponsor here has a single Employment Management Agency, the private nonprofit Upjohn Institute for Employment Research, and it was thus the Institute that entered into the LEA agreement with the Youth Opportunities Unlimited Division of KVISD. Part of this written understanding was that the "primary" LEA would then "enter into training agreements with other LEA's for the purposes of delivering appropriate in-school services as specified in the prime sponsor's plan for the YETP." Separate LEA agreements were subsequently written for in-school career employment experience, out-of-school work experience, and the employment and training services program. Unfortunately, however, the contract between YOU and the Upjohn Institute did not differ significantly from earlier agreements reached by the two agencies in emplementing Title I youth programs.

Where problems did occur in reaching agreement between these prime sponsors and school systems, they were often detailed and procedural in nature. The final issue standing between the prime sponsor and the Detroit Public School system was disagreement over one staff salary level, and the Board claimed generally that union pressure compelled it to negotiate higher salaries for its staff than counterparts were receiving elsewhere. Most of the other minor disputes also involved, as one of the school administrators described it, "trying to coordinate two systems each of which has developed its own administrative practices." Negotiators for the prime sponsor and the Detroit Public Schools independently volunteered the view that both sides agreed on common goals. But in a city as closely intertwined with federal grants as Detroit, it must be recognized that YEDPA was not needed to introduce virginal educational bureaucrats to the joys of manpower programming and funding. As one City of Detroit Manpower Department monitor put it, "The Board of Education knew how much YEDPA money we were getting before we did."

Elsewhere, LEA agreements do seem to have increased school interest and knowledge of YEDPA's potential. In the Grand Rapids Consortium, for example, where nonfinancial agreements were signed at several levels this year, a refined process will be used next year. Intermediate school districts will be relied upon in two outlying counties to serve as liaison between the prime sponsor and a relatively large number of small school districts. Here too, however, a distinction must be drawn between, on one hand, the outlying counties and the balance of Kent County, and, on the other, the City of Grand Rapids where a number of the more powerful CBO's have long since established working relationships with the politically astute and programmatically sound Superintendent of the Grand Rapids Public School system.

Squaring the Schools' Academic Year with YEDPA's Fiscal Year. Perhaps some would agree with one prime sponsor staffer who contended that "the schools just adapt any planning cycle to theirs," but the evidence suggests some problems that two planning cycles spaced a month apart do pose. Most significantly, the federal fiscal year ends just 30 days after the schools' academic year begins, but even that relatively small number of days means that anyone who accepts a staff position with YEDPA is kissing off employment until January at best and, more likely, the following September if and when YEDPA, or simply the particular project, is terminated. The problem is enhanced by the unwillingness of Congress to renew YEDPA for more than one year at a time.

School systems have responded to this hiring problem compounded by the uncertainty of YEDPA differently. Some are gambling that YEDPA will be authorized again, and are making commitments extending at least through January 1, anticipating that, if necessary, they will find the money elsewhere. Others feel much less secure about such risks, and are making no such calculations. "Why," asks one prime sponsor staff member, "should the schools gamble for a few thousand on YEDPA coming through; it's not worth it to them." Rather than hiring what in its view would be mediocre personnel on such a temporary basis, one school system has simply expanded the workload of its regular administrative staff, while another has juggled its personnel already on soft money in such a way that such administrative personnel are partially picked up under YEDPA. Sometimes schools have either hired additional teachers and counselors or authorized subcontractors to do so, but the school personnel generally have a strong preference for the approach of their own counselors. They appear to have taken considerable pains, when possible, to have their counselors heavily involved in recruitment, selection, and advisory functions--and certainly in the granting of academic credit.

The long lead time between completion of the school budget and curriculum and the initiation of YEDPA planning has also caused concern. In Muskegon and Kalamazoo, such planning is completed by March, and, as one staffer explained, "By the time we drop the RFP on them in the late spring, all hell is breaking loose for the schools what with graduation, closing down for the summer, and vacations." There is hope that this problem can be offset in Muskegon by working with Adult Education personnel, but there is also concern that some public schools expressing interest may not be able to begin until January 1979.

The Procedure for Awarding of Academic Credit in Michigan. The quality and acceptability of the planning process is particularly critical to YEDPA's success in Michigan, because the local school systems have such complete control over the vital issue of whether academic credit should be granted for competencies gained from work experience. Ms. Michelyn Pasteur and Mr. Gus Breymann of the Grand Rapids Consortium staff researched with some care the conditions surrounding the awarding of such credit, and distributed an extensive memorandum to the contractors outlining the status of such policy at the state and local levels. Based on information obtained from the North Central Association of Colleges and Secondary Schools, the Michigan School Code of 1976, and from discussion with representatives of the Michigan Department of Education and school administrators in the Grand Rapids area, they found that specific State policies and guidelines for awarding for work experience, as such, do not exist, although there are State guidelines for cooperative education. The North Central Association only stipulates that any work experience done outside the school must be done under the direct supervision of the school and approved by it. Nor does the Association prescribe a minimum, optimum, or maximum number of units of credit that should be awarded. For practical purposes, the maximum number of such credits is limited by the number of units which must be reserved for those traditional academic courses required for high school graduation.

The Michigan School Code, a comprehensive consolidation of laws dealing with elementary and secondary education in the State, is helpful only insofar as it delegates responsibility for determining the courses of study to be pursued to local school boards. This substantial degree of local discretion has yielded, according to local administrators, a wide range of provisions for awarding credit for work experience. There is considerable variation in the definition of a "unit" of credit and in the required duration of the work experience.

With respect to the validation of work experience, none of the jurisdictions in the Grand Rapids metropolitan area appear to require any type of formalized testing or assessment at the end of a work experience to determine whether specific competencies have been gained. Rather, the primary method of "validation" is a standard form which an employer signs at the completion of the required period of work experience. Generally, the form asks the employer to use such subjective indications as "excellent," "good," or "fair" to describe the quality of the participants' performance. Additionally, there are frequently no guidelines to correlate those subjective measurements with the amount of credit to be given. Conspicuous in its absence is an objective method of third-party validation of work experience which assures that all learners are treated equitably and which avoids charges of "worthless credentialism." A blanket awarding of credit is most common with little assessment of learning that took place as a result of work experience.

Arranging for Academic Credit Under YETP and YCCIP. In light of these decisions and nondecisions on the status of work experience in Michigan, it is not surprising that so little of the work experience performed so far under YEDPA, and discussed earlier, has been validated. Provision of academic credit for YCCIP and YETP program participation or for competencies derived from such participation is emphasized in the Lansing Consortium's contracts with subgrantees and LEA agreements. In most instances, both in YCCIP and YETP in-school programs, academic credit is arranged through the local schools. While the intermediate school districts are handling most of Lansing's YEDPA programs, therefore, the only program deliverer that has established a uniform procedure for granting academic credit to YETP participants is the one school district, the Lansing School District (LSD), directly involved in the program. In the LSD program, participants typically receive two credits for satisfactory completion of work experience and the career information seminar; students may receive one additional credit for remedial course work that relates to an individual's work objective. These standards were determined and approved by the LSD Director of Secondary Education. Once approved, they were assigned a course number, and incorporated into the school curriculum. The three intermediate school districts have established policies for granting academic credit for participation in career information seminars, but have a less sharply defined policy for providing credit for work experience.

The two Lansing YETP out-of-school programs, not covered under the LEA agreements, provide classroom training and thus academic credit for program completion. The private Merrill Fashion Institute certifies participants for completion of its classroom training programs in fashion design, retailing, and merchandising. Students can receive certification for remedial classroom training completed through Lansing Community College or through LSD's Adult and Continuing Education program to which youth are referred by the Youth Development Corporation's Reading and Career Development out-of-school YETP program.

Detroit LEA's can arrange academic credit for youth in any program up to a total of 15 credits, but due to YEDPA's late start there, it is unclear whether the granting of credit for YETP will materialize. No academic credit is provided to youth this year within the jurisdictions of Kalamazoo County or the Lansing Consortium. For next year KVISD's Youth Opportunities Unlimited Division is spearheading an effort to arrange such credit in Kalamazoo, and the Muskegon Consortium is arranging independent study credit. The Grand Rapids Consortium has laid out four general guidelines for its contractors to be achieved over time: 1. Wherever possible, third-party validation of work experience should be based on a formal assessment of competencies gained through such activity; 2. Existing accrediting agencies which have the experience, the organization, the standing, and the acceptance of the academic community should be used; 3. Standards and validation procedures for non-traditional learning should be no less and no more stringent than for traditional education; and 4. Procedures and policies should avoid sex role stereotyping in selection of types of work experience and decisions concerning the awarding of credit.

School Involvement At and Beyond the Mandated 22 Percent YEDPA Level. The mixed emotions with which schools view further involvement with their dropouts is reflected in the YEDPA experience. In the Grand Rapids Consortium, approximately 49 percent of the YETP allocation is to be expended for in-school programs. All of those funds are included in the LEA agreements, and all are spent on present students. CBO's handle the dropouts in out-of-school programs. The Muskegon Consortium's stipulation that all contractors take a required proportion of dropouts has met with acceptance from LEA's, perhaps because the CBO's have committed themselves in principle to moving youth back into school. The main CBO is plugging youth into a regular summer school program, while another school is taking the dropouts into its Adult Education Program. A positive placement goal is to enroll youth by September in high school completion programs. In

Kalamazoo funds within the LEA agreement serve in-school students. YEDPA programs run by the schools beyond the 22 percent allocation also serve their own students, although during the summer there may be some overlap of in-school and out-of-school youth. "Once he's out of the system," explained a CBO veteran, "the schools feel that he's not their problem anymore."

The Relation of the Schools to YETP Under the LEA Agreements. The extent to which schools are expanding their cooperative/distributive education programs under LEA agreements, thus far, is limited. YETP services are aimed at helping participants identify career goals and interests, and co-op programs provide a meaningful alternative after identification is made. With increased enrollments due to the successful provision of services, co-op programs in Lansing are expanding; the impact, however, so far is minimal. Many YETP in-school program deliverers hope that more youth can be directed toward co-op programs after receiving YETP services and participating in work experience; therefore, the largest expansion and impact should occur during the Fall semesters. With the expansion of cooperative/distribution education programs, more economically disadvantaged youth are expected to participate, and more numerous and varied program areas are expected to emerge in the face of this demand. This pattern has occurred in the case of other co-op programs, but for the moment, the long-term relationship of YETP and co-op programs is uncertain.

In the Grand Rapids Consortium the co-op and YETP programs remain separate, but the GRPS in recent years has expanded participation of economically disadvantaged youth in response to other program pressures. In Kalamazoo co-op programs are serving economically disadvantaged youth for the first time, where they can meet the eligibility requirements, but those requirements remain unchanged. The expansion in the Kalamazoo schools has occurred in the same program areas, although it has involved some shifts in administrative responsibility. Given the limited attention generally paid by the schools to economically disadvantaged youth, these Michigan prime sponsors are, therefore, definitely providing these youth with hitherto unavailable access to learn outside of the classroom. Furthermore, the work experience openings represent opportunities for youth to be evaluated on the basis of job as well as academic performance.

The Relation of Post-Secondary Institutions to YETP. The decision of these five Michigan prime sponsors to focus so heavily on economically disadvantaged youth has reduced the need to establish linkages with post-secondary institutions at this early stage in YETP's development. Michigan's community colleges, though, have moved with increasing speed into manpower programming, and several are involved in CETA Title I activities. The Muskegon Consortium is writing the community colleges in its area into its FY '79 YETP plan. Muskegon wants to have an employability plan and a training plan written for each individual that will include high school graduation and extend into post-secondary intentions.

The main link in Lansing is through referrals of YETP participants upon graduation to post-secondary institutions after YETP activities and services have helped them to identify career goals and interests. Such an instance occurred in the Ingham Intermediate School District program. Two YETP youth identified aviation mechanics as their career interest and were placed in work experience slots at the local metropolitan airport where they were exposed to an aviation mechanic program run by Lansing Community College (LCC). Both students plan to enroll in LCC's program after graduation from high school this year.

The Relation of the Unions and the Private Sector to YEDPA. YETP and YCCIP provide considerably more flexibility to prime sponsors for negotiating with LEA's, the unions, and the private sector. In the case of the LEA agreements, these Michigan prime sponsors in some cases, such as Lansing, merely followed their normal CETA contract format, but others viewed the absence of extensive restrictions as most helpful, since YEDPA represented what one termed "a buyer's market." Another pointed to the advantage of having the freedom to draw on the whole gamut of winter and summer school programs in negotiating the LEA agreements.

Prime sponsor staffers saw far less flexibility in their involvement with the private sector, and were frankly pessimistic that their efforts in designing YETP work experiences would actually lead to unsubsidized jobs. "We give the participants work experience and job skills," complained one contractor, "but we're still training them to stay at the public trough." Some of the contractors, though, are utilizing a few OJT slots and in 1979 intend to include a vocational exploration component that involves the private sector. Neither in their public nor private work experience efforts, however, have any of these Michigan prime sponsors required job restructuring or reclassification.

While prime sponsors have cleared their activities with unions, none have worked out agreements with them. With one glaring exception the unions have raised no objections to YEDPA activities, and appear generally unaware and uninterested in its progress. The exception occurred in the case of the Kalamazoo Public School (KPS) system where the school's AFSCME union protested that KPS was attempting to insert YEDPA youth into positions that would enable them to substitute for union personnel scheduled to be laid off in September. This large YCCIP project was immediately cancelled by KPS. The school system was not about to delve more deeply into an issue that pitted its long-term union relations against the short-term benefits of a few YCCIP slots. When questioned at a Youth Services Committee meeting, the contractor made clear that he would not crowd KPS on the matter, explaining that "the programs are guests in the school systems and the schools cannot be forced to accept and implement projects."

Improving the Quality and Availability of Occupational Information for Youth. Increasing the quantity and quality of occupational information available to youth is an important part of the YEDPA strategy. The State of Michigan considerably aided these prime sponsors in achieving this objective, since it had already received a grant to develop a Michigan Occupational Information System (MOIS). The objectives of the program are:

> ...to help students learn about career opportunities; help entrants into the labor force become aware of acceptable occupations; motivate students and others to seek out vocational inforamtion; increase awareness of major sources of occupational information; and provide support for related programs, including career education and employment counseling.

It is too early in the implementation of YEDPA to determine how effective MOIS is in assisting youth in obtaining this information, but several of the prime sponsors point to the system as a source upon which they intend to draw, and, particularly since the Michigan Department of Education is the administrative agent for MOIS, the LEA's are well positioned to learn about and utilize its information. The City of Detroit Manpower Department has indicated its intention not only to bring the system's existence to the attention of its YEDPA youth but also to install a computer terminal in one of its youth centers. While the prime sponsors and contractors generally seem content to rely on MOIS, the Lansing Consortium is requiring all LEA's, as a transition service, to provide career information seminars or workshops to all participants on a weekly basis. This contractual obligation is included as part of the career employment experience program.

Some prime sponsors have complained about the poor quality of the available occupational films and materials that are, as one contract officer put it, "outdated in style even if not in substance." In a couple of cases the prime sponsors have refused to work with the Michigan Employment Security Commission (MESC), explaining that many of its projections, based on 1970 census data, by now have become inaccurate.

VI. THE SELECTION OF APPROPRIATE AGENCIES TO DELIVER SERVICES

The drafters of YEDPA left little doubt in the legislation that they wanted CBO's to play an active role in implementing YETP and YCCIP, and all five Michigan prime sponsors have followed through on that commitment. A comparison in the Lansing Consortium between the participation of CBO's and other organizations in Titles I and III youth programming in FY '78 shows that CBO involvement decreased sharply under YEDPA. CBO's received 66 percent of the funds allocated under Title I youth programs and served 60 percent of the youth, while in Title III youth programs, CBO's received 27 percent of the funds and worked with 27 percent of the youth during the early months of 1978. That reduction is directly attributable to the substantial involvement of the LEA's in YETP where they received the bulk of 84 percent of the funds and had most of the 80 percent of the clients not served by CBO's. In YCCIP, the CBO's actually received a higher proportion of the funds and clients in comparison with other organizations than under Title I, as they were allocated 80 percent of the money and had 83 percent of the youth in their programs. Muskegon's CBO's are also more heavily engaged in YCCIP than YETP projects.

Elsewhere, several of the large contractors from Title I youth programming were CBO's, and, therefore, a natural choice anyway to play a large role in YEDPA. The primary youth contractor in Kalamazoo's YEDPA programs has remained heavily involved in manpower programs since CETA's inception, but the increased emphasis on youth has also attracted to a limited extent organizations not previously involved such as the Boy Scouts, Boys Club, and

Operation Turnaround. The Grand Rapids Consortium has utilized four CBO's and two LEA's--all of whom were engaged in previous CETA activities as well. In Muskegon, one CBO, the Opportunities Industrialization Center, is handling central intake for the entire YEDPA system and running a YCCIP project, while another, the Urban Opportunity Development Team (UODT), has one of the smallest and most innovative YETP programs. One of the larger CBO's in Detroit expressed the view that YEDPA has led to more CBO involvement under YEDPA than occurred under previous CETA activities.

While the nature of CBO prior involvement in the manpower game has varied, all of the major CBO's utilized in these five Michigan prime sponsor areas have worked in CETA Title I programs or earlier federally supported youth programs. OIC and UODT in Muskegon previously dealt primarily with youth dropouts, but they have also worked in other CETA programs too, and understand the reporting procedures and requirements. The youth area is new for Detroit's GOIC, but it has done extensive adult manpower training. Any meaningful determination of CBO program performance after only one quarter of program operations, however, would be premature.

CBO and Non-CBO Involvement in Reaching Disadvantaged Youth. Considerable time has elapsed since the federal government began to pressure CBO and non-CBO agencies to reach out to more disadvantaged persons and to deliver services more effectively to them. The relationship of prime sponsors and other organizations to CBO's and non-CBO's in these five Michigan prime sponsors suggests that there is no neat formula to differentiate which organizations deliver such services on target under what conditions. In the Grand Rapids Consortium's jurisdiction, for example, the main CBO in Grand Rapids, Kent-CAP, has developed a relatively smooth relationship with the local Michigan Employment Security Commission (MESC) office, while in one of the other three counties, MESC enjoys less of a reputation, and YEDPA recruitment is handled by another, large CBO.

Grand Rapids Public Schools, thanks partly to a long-standing and highly regarded Neighborhood Youth Corps program, and Kent-CAP have performed the entire intake function in Grand Rapids, and in view of the high proportion of disadvantaged youth, both have demonstrated a capability to identify needy youth. In Kalamazoo the CBO's are serving virtually the same population with whom they work elsewhere in CETA. Exclusive reliance on the minimum wage in Kalamazoo and throughout Michigan in filling YEDPA positions has also facilitated the decision by prime sponsors to work with disadvantaged youth. While such rates are attractive to middle as well as lower class youth, there are not the considerable differences in wage rates that attract so much more skilled and educated members of the labor force that one finds in some CETA public service employment projects.

The degree of coordination between CBO's and non-CBO's ranges from the relatively autonomous programs in Detroit, where the CBO's tend to be more self-contained, to the highly coordinated and centralized systems found in Kalamazoo and Muskegon where in each case a single CBO plays a large and critical role, and coordinates closely with the non-CBO's who perform other functions within the system. In Muskegon UODT also has developed a working relationship with the LEA's, as it plugs its YETP participants periodically into high school completion components, and in turn receives the names of dropouts drawn from school files. CBO's in the Lansing Consortium utilize their own self-contained service components for such functions as outreach, testing, and placement, although they have utilized MESC and out-county CETA coordination offices in implementing YCCIP. Two Urban League agencies in Muskegon and Lansing are the only CBO's conspicuously absent from YEDPA implementation in those jurisdictions. The Muskegon Chapter is concentrating on its other CETA commitments, while the Lansing Chapter only decided in January 1978 to again serve minority youth with employment programs after previously choosing to focus on other substantive areas.

While CBO and non-CBO organizations are attracting a needy population into YEDPA, and to some extent are drawing from the same pool of applicants, CBO executives may be correct in contending that they are working with more economically disadvantaged clients. This circumstance is dictated in part by the nature of the programs with which they are most closely affiliated. The LEA's have asserted leadership in the YETP in-school programs, while the CBO's more often are found working with the out-of-school youth and with those YCCIP projects active in the inner city. As one CBO administrator put it, "By being in the neighborhoods, we get the poor folks."

VII. COORDINATION OF YOUTH SERVICES

No single contractor is in a position to deliver all of the training, services, and employment and work experience options available to youth under YEDPA. Hence, coordination of such activities becomes critical to YEDPA's success. Contractors and prime sponsors have responded to YEDPA's stringent guidelines designed to achieve this end more quickly than they have to those steps where the penalties for noncompliance are less apparent.

Rational social planning by the prime sponsors would seem to require identification of all local resources that could be utilized in support of YEDPA. To that end, DOL encouraged initially the development and subsequently the updating of youth service inventories for identifying services and programs that could be realistically meshed with those of YEDPA to serve youth. Kalamazoo did accumulate what it eventually termed a "partial" Community Resources Inventory by surveying agencies known to be engaged in providing youth employment and training services and by consulting secondary sources on general community services. Detroit has also hired a consultant to prepare such an inventory, but the Grand Rapids, Lansing, and Muskegon Consortia have not shown any inclination to develop such information. Even where it exists, the prime sponsors do not appear to utilize it, arguing that they already know who major contractors are. Furthermore, it is difficult for prime sponsors to recruit and familiarize the less experienced contractors that such an inventory would uncover with CETA procedures, and the YEDPA guidelines encourage the use of CBO's already experienced in manpower programs.

Utilizing Services Available At No Cost From Manpower-Related Agencies. Agencies have established relatively few nonfinancial service agreements in carrying out YEDPA. Existing agreements within the jurisdiction of the Lansing Consortium tend to be informal, and often consist of agency referrals for those services not provided by the agency charged directly with implementing a particular YETP or YCCIP program. In Kalamazoo County there is a somewhat stronger linkage between MESC and the primary youth contractor, YOU, because those two organizations already have established a sound working relationship. The Upjohn Institute for Employment Research, as in the case of other CETA programs, utilizes MESC to supplement the prime subcontractor (YOU) for counseling and job placement. Muskegon's Urban League, even though it is not directly involved in YEDPA, is writing the OJT contracts for UODT, the CBO coordinating many of the YEDPA services. UODT is also using the Muskegon Heights Summer School program in conjunction with its summer YEDPA programs, and the Reeths Puffer School System has made a nonfinancial agreement with Whitehall School District to allow Whitehall's students to enter its YETP program. Within Grand Rapids and the remainder of Kent County, MESC has informal agreements to refer youth to contractors; that activity may become part of a formal nonfinancial agreement to be signed with MESC at the end of this program year or the beginning of the next.

YEDPA has in some cases extended the range of cooperation developed in earlier CETA programs, and it is such expansion, rather than the development of new administrative and programmatic linkages, that typifies relations among these Michigan prime sponsors and contractors. The Lansing Consortium is coordinating the services provided by MESC, area CBO's and LEA's, and the various contractors are encouraged to convey information on available services to youth participants to aid them in obtaining unsubsidized employment, other employment services, other CETA program placement, further skill or academic training, and other supportive services. The linkage in Kalamazoo County between MDSS and school district counselors is an integral part of the program, and resulted from YEDPA. The schools and CBO's identify applicants, and MDSS assists in placement. The Muskegon Consortium drew on the services of the local Hartman Institute in developing and administering its Hartman and Rokeach value tests to YEDPA youth during a coordinated and expanded intake process.

The extent to which agencies are donating in-kind contributions and services to YEDPA at no cost is difficult to measure, but it is occurring, and is another manifestation of the increasing coordination found among youth programs within these jurisdictions. In the case of the LEA's, such assistance is particularly difficult to determine in the case of YETP, since the schools work with students on their own premises, where films, library books, paper, clips, and other materials are readily available. The heavy involvement of the LEA's in several jurisdictions increases the likelihood that such donations are being made. LEA's, for example, constitute four out of the five YETP contractors funded for services in the Muskegon Consortium, and account for a substantial degree of activity in Kalamazoo and Lansing too. Table 7 summarizes the in-kind contributions and services provided by CBO's and LEA's to the Lansing Consortium at no cost.

TABLE 7

In-Kind and Service Contributions Provided by Contractors and Other Organizations Under CETA Title III Youth Programs Within the Lansing Consortium, 1978

Program Deliverer and Project	Resource Contributions
YCCIP	
Capital Area Community Services YCCIP Weatherization Project	Materials with which participants work are funded by the Community Services Administration through its Bureau of Community Services and the U.S. Department of Energy
Community Resource Volunteers CRV/YCCIP Project	Materials for projects donated by local schools, city councils, chambers of commerce, and civic organizations
DeWitt Public Schools Citizens for Ecology	Materials provided by DeWitt Public Schools
Youth Development Corporation Youths at Work in Public Parks	Materials donated by the City of Lansing
YETP: Out-of-School	
Merrill Fashion Institute Job Readiness Program, Retail/Merchandising	Administration of such functions as testing, interviewing, screening, counseling, and placement, and the provision of rental space for administration
Youth Development Corporation Reading and Career Development Program	Administrative, counseling, and secretarial services
YETP: In-School	
Clinton, Eaton, and Ingham County Intermediate School Districts City of Lansing School District	Administrative Services, particularly such transition services as counseling and placement

YCCIP and YETP and Summer Program Planning. The YEDPA emphasis on coordinating winter and summer youth programming dovetails neatly with the direction in which prime sponsors were already moving so that it is difficult to gauge the legislation's impact. In some cases, however, administrative or programmatic linkages can be readily seen. Detroit has encountered substantial difficulties in implementing its large Youth Incentive Entitlement Pilot Project (YIEPP) and recruiting the requisite number of youth, so the prime sponsor is devoting its major energies to putting YIEPP and the Summer Program for Economically Disadvantaged Youth (SPEDY) in place. It has given little thought to integrating the contractors and their YETP and YCCIP programs with these other summer program activities. The components of SPEDY are similar to last year, as Detroit has focused on improving the program's monitoring in accord with the mayor's emphasis on tightening generally the system's implementation procedures. YEDPA did, however, influence SPEDY's linkages with other agencies. While such relationships previously existed on paper, Detroit has more actively pursued such administrative arrangements in accord with the new guidelines. Like the other four prime sponsors, Detroit has encountered little difficulty in transitioning youth from winter to summer employment-related activities either programmatically or administratively.

The Lansing Consortium's SPEDY program design is more similar to YETP than YCCIP, but will involve youth from both programs. The same LEA's running YETP will also administer the SPEDY program with essentially the same staff. Where the youth is concurrently enrolled in YETP, YCCIP, or Title I and a summer program, emphasis will be placed on providing continuity in the employment and training services that the youth receives. Transfer of such students will involve completion of a program status change form, and many youth are expected to remain at the YETP or Title I work site where they were located during the school year.

In the Muskegon area, the Consortium encountered some difficulty in establishing its linkages and coordinating its program components. The competition among several youth programs to place applicants aggravated this problem. The relatively small but legally significant differences in eligibility requirements also in some cases posed a problem. For Fiscal Year 1979, however, the prime sponsor has started to lay the groundwork for a coordinated, twelve month program. Kalamazoo has essentially stayed with a well-accepted summer program, and concentrated on identifying the mechanisms that can be utilized in transitioning youth from summer employment to school and the types of program linkages that such mechanisms would require.

The Grand Rapids Consortium has begun to implement its FY '79 youth planning. The prime sponsor released a single, consolidated Request for Proposals (RFP) for YETP, YCCIP, and SPEDY. The RFP was designed in modules so that contractors could apply for any one or all three of the components. Upon receiving the applications in June, GRAMPC would then integrate them into a comprehensive delivery system. In adopting this system, GRAMPC assumed that re-enactment of CETA would require the Consortium to place economically disadvantaged youth in all of the slots and that the funding formulas would remain unchanged. As in Lansing, the YETP model predominates in the FY '79 planning and programming, and the scope and impact of YCCIP seem unlikely to grow proportionally.

VIII. PRELIMINARY RECOMMENDATIONS CONCERNING YEDPA'S FUTURE

This second preliminary report is written at what is still a relatively early stage in YEDPA's development. The following initial reactions and preliminary recommendations are, therefore, intended primarily to raise questions for consideration, as the legislation's future is contemplated.

Judging the impact of a single Act on the overall CETA system is complicated by the wave of other legislative and administrative demands that, while often unrelated to YEDPA, still have cascaded down on the prime sponsors during the last eighteen months. Furthermore, while YEDPA is viewed favorably by many local prime sponsor staffers and contractors, it is yet another source of interference, as they strive to improve their systems and the processes by which they deliver services. This struggle between national goal setting and local agendas may be seen in the reaction to YEDPA of a prime sponsor executive:

> We're able to make some improvements in the system. We go along with regulations to the extent that we have too--in terms of who we are going to serve, how we are going to serve them, how much money we will spend on them, how much will go for administrative costs... *But the real answer in terms of the program is the process.* Our overall goal is presumably one of two things. We either get them to return to school or find them a job. Everything we do should lead to one of those two ends in terms of vocational training, career awareness, counseling, and the rest, and I think it does already. Every year we improve. Our counselors become more knowledgeable; we may work with a school system we did not work with before; we may reach more kids.

Given this perspective and the semiautonomy that characterizes the CETA legislation, there are numerous impediments that could undercut YEDPA. Therefore, while it is premature to predict how much would remain if YEDPA were discontinued, local receptivity to some of the Act's more ambitious initiatives is encouraging. A number of contractors and prime sponsor staffers have demonstrated considerable attraction to a quest like knowledge development designed to improve program quality. Emphasis on developing a type of work experience that is not simply income maintenance but will also direct and enhance the future employability and employment of youth through career employment experience has been well received. Several local decision makers have in addition expressed their determination to improve the quality of the work sites and of supervision whether through YEDPA or some other vehicle. Prime sponsors are worried that the phasing out of youth programs might jeopardize the progress made in working with a larger number of LEA's by making it fiscally and administratively infeasible to operate area in-school youth programs from such a decentralized base; however, in at least two of the prime sponsor areas YEDPA has opened the eyes of LEA's to hitherto unrecognized possibilities in linking education and employment, and a change in federal policy seems more likely to alter than to obliterate these new linkages. In two of the prime sponsor jurisdictions, school task forces are seriously reconsidering their policy on granting academic credit for work experience, and that effort seems likely to have a lasting effect regardless of YEDPA's fate.

The youth councils enjoy a far less certain future. Whether because or in spite of local prime sponsor efforts, the councils have not demonstrated the ability to make effective decisions. Prime sponsors and public officials have also exhibited less confidence generally in the utility of the YCCIP project approach for combating youth unemployment than they have in YETP. As for targeting the services, in the absence of federal pressure, these prime sponsors would probably continue for the most part to serve economically disadvantaged youth, but they would also serve a number of youth who are above the Lower Living Standard established by the Bureau of Labor Statistics.

Several steps could be taken at this point that would strengthen YEDPA now and for the year ahead:

1. The disadvantaged youth served by YEDPA remain unemployed in large numbers even when the economy is functioning well. Programs designed to serve a group suffering from such severe structural unemployment should be planned well ahead. We are paying a high price in program quality for authorizing YEDPA one year at a time on the dubious logic that YETP and YCCIP constitute

serious parts of a federal countercyclical economic policy to be unleashed only in hard times. Title VI is better suited to such a purpose.

> Programs designed to combat youth unemployment should be authorized and receive appropriations on a rolling two year basis, and should be categorized as strategies designed exclusively to cope with structural unemployment.

2. With the exception of the usual horror stories in the press concerning administrative reorganization, there is a virtual absence of news clippings or other media attention concerning YEDPA. What YETP and YCCIP are and how they are doing remain much better kept secrets in these five Michigan prime sponsor areas than our NATO troop alignment. It is disturbing to think that the legislation may be achieving a desirable impact, and still fail for lack of support, because the great majority of Americans have never heard of it.

> The public relations arm of the Department of Labor should provide prime sponsors with publicity on youth employment problems and programs that they could adapt and embellish for local media consumption.

3. The knowledge development thrust in YEDPA met with a positive local response partly because of the growing interest among prime sponsors and contractors in program evaluation. There appears to be restlessness among the more experienced local practitioners over the tendency to throw program after program into the field and thereby drive out time that might be devoted to feedback and follow-up. If we can contrive to debrief animals that we send into outer space, then we should be able, particularly in a piece of experimental legislation, to arrange for a post-project period for discussion of program findings. Some of these prime sponsor staffers and contractors are on the cutting edge of YEDPA's youth employment experiments, and they should play a major role in such a debriefing exercise. This program evaluation stage should be built into the program implementation process.

> The Department of Labor should arrange semi-structured meetings on a substate regional basis where DOL representatives, prime sponsors, and contractors identified by their prime sponsor or DOL Regional office come together. Here they would compare experiences, and disseminate documentation conveying what they have learned.

4. The City of Detroit Manpower Department's decision to link a YETP orientation course to its more lengthy and costly Allied Health Careers CETA classes raises some interesting and largely unexplored program possibilities. It is certainly legal for prime sponsors to request that youth gain some exposure to alternative CETA training possibilities, and to measure their aptitudes for pursuing such careers, but rarely did these five Michigan prime sponsors develop such linkages. It would seem that under some circumstances such orientations might constitute prerequisites for difficult CETA training programs that now possess high dropout rates.

> Prime sponsors should be encouraged to link YEDPA orientation sessions not only to high school graduation but also to a number of other manpower training programs.

5. Not only the lengthy public school planning cycle but also regular school policies and procedures often have limited LEA participation in YEDPA. Research should be conducted in the schools that would identify those standard operating procedures designed for the hiring of permanent personnel and the implementation of regular curriculum changes that constitute barriers to developing an effective interface with short-term manpower programs. The schools are increasingly recognizing that the ad hoc nature of this programming can provide them with a flexible set of training alternatives; in some cases the impediments to such coordination are now procedural rather than philosophical.

> DOL and HEW should undertake research to identify the procedural barriers within the schools to the development of an effective interface between educational and manpower programs. Models should then be disseminated recommending alternative school system procedures designed to accommodate the ad hoc nature of manpower planning and programming.

Implementation of the Youth Employment and Demonstration Projects Act of 1977 (YEDPA) by Four Georgia Prime Sponsors

Second Interim Report to the National Council on Employment Policy on the Implementation of the Youth Employment and Demonstration Projects Act of 1977 (YEDPA) by Four Georgia Prime Sponsors

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In the four Georgia prime sponsors, Atlanta, Cobb, and DeKalb Counties, and the Northeast Area of Georgia BOS, all YETP and YCCIP programs are now in operation although delays were characteristic. At the writing of the first interim report Cobb County had not completed the application and approval phase although commitment to a youth program had been resolved. Their program became a reality in early March. In-school programs in all sponsorships were in place, though barely in some, by the final school-year quarter which began the first week of March. One YCCIP project, that of DeKalb County, did not begin until April. Full program capacity has been reached in most components. As the program has progressed the response to the youth charter principles has varied from indifference to acute sensitivity.

I. Knowledge Development

Atlanta's planned approach to knowledge development was experimenting with a variety of programmatic activities, rather than one approach as was the case with two primes, Cobb and NE Georgia.

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*A Clark College student who conducted and compiled youth interviews.

The five program approaches are the in-school work experience, career exploration and work exposure, specialized job development and and placement, OJT, and innovative programs. Additionally for the first time the Atlanta program established its own intake and referral component. Their YETP grant states that they want to answer "what works best for whom under what conditions." Yet the grant also states that YEDPA was "enacted (in part) as a job creation component of the Administration's economic stimulus package." The Deputy Director of Atlanta's CETA Office, Wynn Montgomery, candidly admits that the original program design was partly a numbers game--to establish many slots for youth and try a variety of approaches. This indicates both a recognition of the experimental/demonstration goals of the program and the economic imperative of reaching many youth. As the program has developed Montgomery allows that an overall design with fewer approaches and greater investment per slot would have permitted more informed knowledge development in terms of "what works." Although the program is only mid-way he feels that OJT for youth definitely has not proven successful, inspite of the sub-contractor's (OIC) concerted efforts.

The Atlanta program implicitly has built-in the capacity of making comparisons between YETP components and other CETA programs. The in-school YETP work-experience is comparable to the only specific youth activity under Title I, an in-school work experience component.

In terms of the employability of youth comparison could be made from Employment Service records for those in career exploration and those who seek ES service without any previous program participation. However, no provisions are being made to execute these activities or any other knowledge development activities at this point. This is not because of any lack of recognition of their importance but because of scarce resources. The planning, evaluation, and research capabilities of the Atlanta program are not much larger than when the program was of lesser magnitude. There are two official planners, though more people are actually doing planning activities. But the thrust of their activities has been applying for several YEDPA demonstration program grants. These planners' energies are devoted to bidding for every available funding dollar, an unwritten policy objective of the program and the City administration. Though Atlanta did not receive an Entitlement grant, that competition dominated the planning phase for YEDPA and now application for three other grants has obviated using qualified professionals for research and evaluation.

The Cobb County Manpower Planning Office perceives knowledge development very much as controlled experimentation. This is how it is portrayed in the grant application as well as in person. When knowledge development was explained as including more than controlled experiments the planning staff was surprised. Their entire YETP program is in some sense an experiment, albeit not one with comparisons between control and experimental groups. The approach and the delivery agent are new to the area. Oak Ridge Associated Universities has established a subsidiary, the Industrial Technology Career Center (ITCC), in Marietta and they have the sub-contract for the substantive program for Cobb's YETP. This is classroom training in word processing, electrical skills, and welding. The Cobb planners are somewhat skeptical whether the 90 percent placement record of the Oak Ridge group will be sustained with this youth group. In terms of the high cost of the program (estimated as about $12,000 per participant), the ITCC courses are viewed as experimental. Cobb County's near miss in not applying for YETP and YCCIP grants was partially due to an absence of prospective delivery agents except ITCC which was established in the area about the time that YEDPA was to become operational. The Cobb Board of Commissioners and planners are ambivalent about the cost and are withholding their judgments. The results of the program and more specifically the placement record is the knowledge they expect developed, thus essentially they are asking about impact of one expensive approach to training youth.

DeKalb's avowed knowledge development goals arise out of a concern for the high dropout rate and poor placement record among females in their Title I clerical training program. Thus a YETP component comparable to the Title I clerical training program was created with the addition of more concentrated services for participants. YETP and Title I outcomes, in terms of retention throughout the program and placement rate, will be compared. The development of knowledge has been affected by the slow start-up of the DeKalb program. This component lost three sets of prospective participants while awaiting final approval of contracts by the Board of Commissioners, thus is behind its program cycle. An extension for this component beyond September 30 may be necessary if the knowledge development agenda is to be fulfilled.

The CETA Coordinator for the DeKalb schools, a former school teacher and educational administrator, is challenged by the knowledge development mandate. Although she does not refer to some of her other activities as knowledge development, she is compelled to answer some of the perplexing questions of youths' inability to succeed in the world of work. Her predisposition and orientations are those of a researcher thus inherently she is testing out hypotheses relating to employability.

In general, the sheer pressure of time and resources has relegated knowledge development to a minor role at least in a formal sense. Clearly, the prime sponsors will learn from YEDPA though it remains to be seen whether they pull the various strands of their information and conclusions together in more than a cursory manner. Whether those who want to do rigorous comparisons between youth YETP and Title I will depend on CETA program pressures at the end of the program.

II. Content and Quality of Work Experience

The quality of work experience in the three sponsorships which created jobs (the Cobb program does not include this except for YCCIP) is circumscribed by the capabilities of job developers. These are either CBOs or school personnel, usually individual teachers, and to a minor extent the ES in DeKalb County. All of the Northeast Georgia work experience and the in-school portion of Atlanta's program depended on the teachers in the schools in which the program operates to find the positions. The kinds of work in which these school youth are receiving work experience are those which youth, and indeed non-youth work-experience participants, have traditionally been placed. The public and private agencies are those which CETA has sustained under other titles. Some very limited placement has been made in the private sector. The results of some site visits and conversations with teachers and youth are instructive.

The Northeast Georgia Career Education Experience program combines a career exploration and job preparation class taught by a teacher with work experience which is usually within the school. Subsequently the student moves to a placement in the private sector under an OJT contract which ES develops. The transition teacher at Clarke Central High School in Athens developed some work experience slots outside of the high school in non-profit organizations including a hospital, the Boys Club, and a food service operation at the University of Georgia. A private day care center and a motel were the site of two OJT placements. These jobs could not be construed as anything other than traditional youth jobs.

In rural Greene County the participants are primarily employed in the Greene County School System (at all three school levels--elementary, middle, and high) where they work mostly as tutors and teachers' aides helping with paperwork or in a maintenance. They work two hours per day in some cases, during the school day and in others, after school. All receive elective credit for this work experience except a few participants, who are high school graduates. The program is the first job for a number of participants. For one who had attempted various activities it was a chance to focus and redirect her career objectives. The student had previously worked at several jobs and briefly attended a business school. Through her YETP assignment and the encouragement of the YETP-program teacher she has been inspired to become a teacher.

Another youth aspires to attend college but the teacher confided that his reading level was second grade. Others had equally unrealistic career objectives in view of their abilities. Many of the students were chosen for the program because their achievement was low. But attitude was a selection factor and those who were perceived as potential troublemakers were not chosen. The element which distinguishes the Northeast Georgia CEE is the daily class with the transition teacher, work preparation for which participants receive a partial unit of academic credit.

While youth jobs in this program are low skilled demanding no particular education or training, an advantage is that they are placed with a supervisor in a one-to-one relationship. In talking with several supervisors, this close supervision was credited with "opening up" reticent young persons, giving them confidence as well as teaching them various tasks.

The in-school program in Atlanta is akin to the Northeast Georgia program but with some notable differences. The program teachers serve as counselors meeting the students individually for counseling rather than in a career preparation class. The granting of credit varies from school to school and student to student. Since the principal aim of the Atlanta program is to retain potential dropouts, career exploration and preparation is not heavily emphasized, but handled by counselors on an ad hoc basis. Visits at two of eight high schools targeted for the in-school program (the two counselors were considered particularly competent by the in-school program supervisor) illustrate the nature of the work experiences.

Price High School is located adjacent to one of the City's most troubled housing projects. The school's population comes from the project and nearby areas which have high concentions of poor blacks. Most of the students in the program have poor grades and/or attendance. Price High School participants work two hours per day, after school only. Consequently no high school credits are being earned by the participants for the work experience. They cannot receive pay on any day they miss school. Many of the participants work at youth facilities, such as a City recreation center, YMCA, or day care centers; others are placed in the Atlanta Public Library, a hospital, and the school. The jobs involve assistance with general office work, as well as assisting youth in recreation activities. For most participants these are their first jobs, and their high expectations of the work world clashed with reality. Some expressed disinterest in their duties on some of the jobs, and some have had differences with their immediate supervisors. This counselor is stressing learning "coping" behavior, such as regular attendance at school and work, establishing contact with adults in a work setting, and negotiating the transportation system, rather than challenging employment. She commented that some of the participants had not been out of the Southwest area of the City thus merely exposing them to another area of the City at a job site was a positive experience. The counselor feels that a major drawback to the program was the short duration, only one school quarter, and the last-minute implementation which precluded coordination of course work and work experience.

The other high school, Bass, is located in an area of reviving neighborhoods with close-by concentrations of poor whites and poor to middle income blacks. The general economic level is less deprived than that surrounding Price. The counselor placed several youth at the school as recreation aides, eight at the nearby Recreation Center, and several in various capacities at the OIC offices. He met with no success in getting placements at some community institutions--the branch library and a nearby hospital. This partially explains the number of youth (eight) placed at the recreation center under one supervisor, a situation which, considering the use of the center, is excessive. This counselor's major success was placements at the OIC office (one student has been doing the payroll). In terms of high school credit for work experience, some students who are allowed early dismissal will receive elective credit. The counselor said he hadn't told some students about this yet so they won't "jive" him. It is unclear whether the counselor can make the decision to grant or to withhold the credit.

As for their future life's work, the participants in the various locations have similar career objectives. Some of the participants in Greene County are planning to go to college or to concentrate in child development, nursing, or business. A large number of these participants hope to relocate to Atlanta when they have completed high school. Some of the participants here are working in areas they would like to pursue as permanent careers.

The Cobb County situation is very different. A large number of the participants plan to work in the competencies in which they are being trained. The few who have other career objectives are planning to attend college. The entire group plans to continue living in Cobb County.

The participants at Price High School are undecided as to what they want to pursue on a career basis. The majority of the participants are sophomores and juniors. A very small number are considering college. Others want to take up trades but haven't made up their minds about which trades to follow.

In DeKalb County the participants are generally working in the fields they would like to pursue as careers. They feel the program is a stepping stone to the future and for some this will be college. One participant in the DeKalb County EOA program, working as an office assistant and doing payroll, decided she

she wants to specialize in accounting. She says "I didn't know accounting could be so much fun. If I had known it was this much fun, I could have taken more courses in high school." She plans to enroll in a local college in the near future.

The college emphasis throughout the various areas may have been a reaction to being interviewed by a college student as well as a reasonable objective. For many students it is altogether unrealistic given their academic records. Those youth in classroom training geared toward occupations in demand tended to have career goals in line with YETP program experience. Those in career exploration as yet have not sharply focused on available and attainable career goals.

III. Youth Participation

This principle is univerally recognized as important and all sponsors are concerned that youth participate in the Youth Council. No sponsor is exploring alternatives to the Council for youth input. The extent that youth have dropped off, not come to meetings, or been silent has worried some Council members, and others have concluded that the barriers to Youth Council participation are as tough to break as the barriers to their employment.

The newly formed Cobb County Youth Council is off to a promising start. According to the CETA planner the four youth members feel free to speak out and otherwise participate in the Council. She attributes this to the relatively small size of the Council (eleven members), to the proportion of youth members (one-third), and to the fact that most of the adults are known to the young members. The adult members include the principal of the high school, representatives from the vocational-technical school, the YMCA, and ES, and the career education supervisor from the Cobb Board of Education. The students were selected by the principal who is recognized for her personable relationships with all students. She also is credited with creating an atmosphere on the board which encourages youth participation. The youth are also serving on an oversight committee for the summer program.

The Atlanta Youth Council has been fortunate to have Jeffrey Cooper, a member of the National Youth Participant-Observer Committee serve as a youth member. He is a very active questioner and critic. At the April Youth Council meeting he was particularly persistent on the subject of the quality of summer jobs. His unwillingness to accept explanations caused some consternation among adult members, but others were supportive of his role. Other youth members are not nearly so outspoken, thus he is unique for this probing curiosity. Mr. Cooper's enthusiasm did not, however, extend to participating on a proposal rating committee for the summer program. The youth planner was quick to point this up at the meeting. The planners have kept all youth informed of committee meetings but have had little success with involving them. The youth member from Economic Opportunity Atlanta has not participated at all on the Council and will be dropped. That group had complained of their exclusion from various aspects of YEDPA and were offered a youth slot, in addition to their adult slot, but this was not followed with participation.

In interviews with program participants several youth mentioned having previously been in what they thought were CETA programs. However, they do not recognize nuances of program titles and parts. Three of the students in the classroom training program in Cobb County recounted past experiences (one was in "YCC" several years ago). They clearly prefer the current program but it is unique (skill training with assurances of job availability). Youth in other prime sponsors mentioned participation in what must have been work experience programs and they too express preference for the current program. Interviews with program participants tended to include praise for the current program, which might be interreted as appreciation for their checks or reluctance to jeopardize their enrollment. No piercing comparisons between past and present experiences under CETA are forthcoming.

IV. Targeting

As of the first quarterly report of characteristics for youth program participants the enrollment of the economically disadvantaged is less than the plans of prime sponsors indicated. This observation should be taken cautiously and may not be borne out subsequently since most programs were not fully operational as of March 31. The following table summarizes the family income status by program and prime sponsor. The monthly payment for AFDC for a family of four in Georgia is $148, annually amounting to $1776; a level far below the family income maximum for economically disadvantaged, thus this is shown separately.

	Atlanta			Cobb		DeKalb		NE Ga.	
	YETP	YETP In-Sch.	YCCIP	YETP	YCCIP	YETP	YETP-EOA	YETP	YCCIP
Economically Disadvantaged									
AFDC	14%	47%	15%	6%	18%	25%	32%	12%	19%
Non-AFDC	40	12	38	81	82	19	68	80	81
70-85%	46	41	46	13	0	74	0	8	8

Although the Atlanta in-school program was below its full enrollment as of these statistics, it has a notably high percentage of AFDC recipients. The targeting of high schools in which the in-school program is offered included AFDC as one of three criteria. Several of the targeted high schools are located adjacent to public housing projects which further facilitates the enrollment of the economically deprived. The economically disadvantaged (less than the 70 percent of the BLS lower living standard) comprised most or all of the participants in program components operated by community action agencies (YCCIP in NE Georgia and a YETP component in DeKalb). These agencies had their own recruitment and outreach. Referrals to the Cobb County YETP and YCCIP programs were made by the Employment Service, and by the high school principal for in-school YETP youth, and yet their percentage of economically disadvantaged is the highest even though poverty is much less pervasive than in Atlanta.

The Atlanta and DeKalb percentages for economically disadvantaged are incorrect. The DeKalb income statistics are being reworked as a result of this interviewer's explanation of their definition. (The program total for economically disadvantaged was less than that of the DeKalb EOA component.) The Atlanta report was being revised for problems that they flagged, and the revision may include the income variable. A bimodal distribution of income as shown seems improbable. It is more likely that economic-disadvantaged standards are not understood (see below).

In NE Georgia the YETP program is operated through twelve schools with the programs transition teacher, school counselors and principals involved in selecting youth. Except for Athens, these schools are in fairly rural counties in which the white middle class has largely abandoned the public schools for private academies. Thus the school population is more economically disadvantaged and has more blacks than the population as a whole. In a visit with the program teacher in Greene County High School she quoted such incomes as a family of four living on $2000; eight on $4500; and eleven, on $8000. In certifying eligibility this particular teacher was able to verify income on the basis of her knowledge of the area, its pay scales, and other income source levels. In these rural communities school officials are intimate with the details of their students' lives, which is advantageous to the extent that those truly in need are identifiable. In Cobb County, verification is made concerning receipt of AFDC, but otherwise not of other income unless a complaint is received by the ES Office.

This interviewer visited the most recent public intake session for Atlanta's program. Youth are certified eligible on the spot if they have brought evidence of their age, address, and school withdrawal (or completion) and otherwise meet eligibility criteria. The word of the enrollee is accepted when reporting income and no further documentation is requested. The interviewers compare the participant's family income with the 85 percent of the BLS living standard for the relevant family size to determine eligibility. Though the economically disadvantaged (below 70 percent) are targeted for preference, the intake interviewers have no documentation of those income standards, therefore they cannot determine this status and act to give preference to these youth.

The role of CBOs is not particularly an issue for targeting in these prime sponsors since the schools, the ES, and for Atlanta, the CETA central intake, handle intake and referral. To the limited extent that CAP agencies are involved their outreach was exclusively to the economically disadvantaged. The schools are the key agents in terms of the allocation of participants and to date they are reaching those economically in need.

In terms of other preferences notable was a stated objective, but not included in significant segments in the grant, of the NE Georgia program to enroll whites. Their concern was that CETA and particularly the in-school Title I program, was viewed as exclusively a black program to which whites have been reluctant to apply. Thus far one quarter of their YETP participants are white, a greater percentage than the Title I in-school program. By a teacher's description the white students who were enrolled in one high school were distinguished by pathological family circumstances whereas the blacks were more economically impoverished. The teacher's accounting of the white students' circumstances conveyed a sense of impending disaster to the girls had they not been enrolled in YETP.

Two opposite tendencies are at work vis-a-vis students educational abilities. Atlanta's in-school program mandates the enrollment of the "high-risk" population, those with low achievement, poor attendance, and other characteristics of potential dropouts. However, the Marietta High School principal selected in-school youth with positive qualities such as good attendance and absence of disciplinary problems. She justified this as necessary to help insure the success of the experimental program and implied that program success now would lead to program permanence.

Data from interviews with youth in four settings address their economic and social circumstances:

The youth in the Greene County High program come from various family settings--some youth live with cousins, uncles, grandparents, and foster parents, but more with families headed only by a mother. Virtually all of the participants live throughout various rural parts of the county rather than in the county seat of Greensboro where the only high school is located. The county is not among the better counties economically in the State. The majority of youth guardians, if they are employed, work in the local garment factories. Most of the families are large with only one person employed. There is one instance of a participant living by herself and the program is her sole source of support.

Price High School in Atlanta is located in one of the city's poorest communities. The school location is next to Carver Homes, one of the rough and undesirable neighborhoods of the City. A very large number of the participants live in the publicly supported housing project. The majority of the participants live with one parent, who receives some form of public assistance.

The participants in the Cobb County program are primarily from households comprised of both parents. The parents work in established settings including Lockheed and Dobbins Air Force Base and in some families both parents are employed. The participants usually do not contribute to the household financially. There is one case where both husband and wife are in the program and use the funds from the program to maintain their household.

At the DeKalb EOA program a married participant helps pay the family car note and the baby sitter. Another individual at EOA made this statement during an interview: "I am working more for my family than I am for myself." This particular participant and her four sisters live with their grandmother, who is unemployed and receiving public assistance.

V. Substitution

Of the ten Youth Act principles, prime sponsors seem to be most sensitive to this one. Without exception they tell the interviewer that Title I enrollments of youth must be maintained at pre-YEDPA levels. Based on cursory comparisons of current Title I enrollments with those of a year ago, indeed enrollments are being maintained (however, a more definitive examination will be included in the third interim report). The youth share of Title I enrollments is two-thirds in the NE Georgia counties, 60 percent in Cobb County, about half in DeKalb, and close to 40 percent in Atlanta. The Title I programs and the services for youth are not different in 1978 than in the previous year. No substantial departures are anticipated for the coming year.

A crude approximation of whether YEDPA is meeting the need for youth employment services can be made by comparing prime sponsors' estimates of the universe of that need with some projection of the number who will be affected by the program. The number of youth whose family income is below 85 percent of the BLS lower living standard is used for need and the total enrollments expected in YETP and YCCIP is used for service, although it is a more generous measure than numbers of slots. On this basis Cobb County has 3200 youth in need and will reach about 105; DeKalb, 3500 and about 370; and Northeast Georgia, 8100 and about 440. At best the service meets only one-tenth of need.

Atlanta's grant contained no estimate of numbers of youth below the 85 percent criteria. But the number of individuals in poverty in 1970 was estimated as 81,000, considered conservative for 1978. (Atlanta noted that over 14,500 youth had been arrested in 1976.) The number who will be enrolled is projected at 1100.

Substitution Issues for the Future

Some 1500 participants in the expanded PSE program in Atlanta will be unemployed imminently due to the expiration of their projects. This will probably add to the applicant pool for Title I from non-youth, who account for approximately two-thirds of participants. On the other hand the unemployment rate for Atlanta is, as of March, 6.9 percent compared to 9.2 percent a year ago. Thus the labor market is somewhat better able to cope with these ex-PSE participants.

In Cobb County the Title I program contracts for a Nurses' Assistant Training class. That program has been so successful that demand for the program from students who are not CETA-eligible has been significant. The Marietta Board of Education is seriously considering assuming the cost of the program and opening it up to a broader constituency than CETA. This coincides with the expansion of the Marietta High School into a Comprehensive High School with a vocational education program. If the nurses' assistant course is absorbed by the Board of Education, 205 program slots under Title I which have been filled by youth will be lost. Thus Title I enrollments of youth will decrease without some program alteration. The termination of expanded PSE is also relevant for this area in terms of possible substitution effects.

The implementation of YETP in Northeast Georgia high schools alongside the Title I in-school program has heightened the comparison between the two. The Title I program has been heavily criticized for loose supervision whereas the YETP CEE is tightly supervised. This may eventually work against the Title I in-school program and its administrator, ACTION, the local CAP. It is unlikely that it would be eliminated, but not beyond the realm of possibility that it would be altered or curtailed.

VI. Overhead

The most candid observation on this subject was from one CETA official who exclaimed "There is no free lunch." After three years of every agency in most prime sponsor areas being supported with PSE, CETA is the pump to which others come to drink rather than the reverse. An exception is $36,000 from Community Services Administration to the ACTION agency (CAP agency in NE Georgia) for their project to weatherize homes of low income families.

In DeKalb County the programs operated by the Board of Education get free testing services from the school system. Their program overhead is kept down in part because their offices and courses are in an otherwise unused school.

VII. Institutional Change

The potential for change in institutional roles and relationships is greatest between the LEAs and the CETA systems. Relationships with labor unions and the private sector are nil thus a small alteration in roles here will not represent a significant overall change in relationships. Several sponsors (Atlanta and Northeast Georgia especially) have high hopes of involving the private sector.

LEA agreements have been successfully negotiated by all four sponsors but the process was sometimes lengthy. Atlanta's Youth Council did not approve the draft LEA financial agreement the first time it was presented (January) because of skepticism of the potential performance of the Atlanta Board of Education (ABE). The final agreement was more explicit regarding selection of youth, the program location, and procedures for measuring and evaluating goals for youth performance. This agreement does not however represent the first cooperation between the CETA program and the Atlanta Public Schools. The schools operate a number of other "alternative" programs. If the in-school YETP program exceeds expectations of Council members there may be grounds for strengthening the schools' role in youth programs, but the reverse is also possible.

Under Cobb's LEA, a non-financial agreement, in-school youth are enrolled with out-of-school youth in ITCC's training program. The in-school youth are all third semester seniors and will guaduate in June. They are receiving academic credit, some of which is non-elective. For example, the participants in Word Processing may be getting English credit. The Marietta Board of Education requires more units for graduation than the State Board for some subjects (e.g., English, four rather than three units). For students in special vocational programs, including YETP, these additional local requirements may be waived.

It should be noted that the other school system in Cobb County, the Cobb County Board of Education, did not opt to participate in YETP. Institutional change cannot be achieved to any significant degree without their cooperation since they operate eleven high schools compared to Marietta's one. Another factor here too is that the Marietta-Cobb Vocational-Technical School had no more enrollment capability,thus the arrival of the ITCC group was crucial to Cobb's YETP. Since ITCC is linked to Lockheed, through the institutional staff the private sector is being linked to youth program delivery. The presence of this new delivery agency may alter the role of the post-secondary school by providing an alternative for Title I training components.

Regarding academic credit the rule that LEAs are following is to allow elective credit for work experience since that decision may be made by local boards and does not necessitate approval of the State Board of Education. Both the Marietta Board of Education and some county systems in Northeast Georgia allowed credit, as described previously, for other activities. In Atlanta individual schools made different decisions on work experience within current guidelines for granting credit. No institutional changes in credit-granting are forthcoming yet. YETP is being subjected to the prevailing policies regarding credit in all sponsors.

VIII. Delivery Agents

_If_ community involvement is conceived as CBO involvement, two patterns emerge with the four Georgia prime sponsors. One is a limited role for CBOs, either at current or decreased levels, and the other is a virtual reliance on CBOs. The later is characteristic of Atlanta and the former of the other three areas. In part the limited role of CBOs in the non-Atlanta prime sponsors is due to the paucity of such organizations and a limitation of their role to what they do well in sponsorships where they have been CETA program operators.

The YETP program in Atlanta is sub-contracted to eleven delivery agents including the Board of Education. Of the ten, all are considered CBOs by the regulation definition. These include the local branches of two national CBOs specifically mentioned in the regulations, the Atlanta Urban League and OIC of Atlanta. Otherwise the CBOs are "home grown" with three agencies receiving their first ever CETA contract with the YETP program. Three other CBOs have received only summer youth program funding in the past. The president of one of the local CBOs, the United Youth Adult Conference, is a member of Atlanta's City Council, thus the decision to fund this agency has been criticized by the white newspaper (the Atlanta Constitution). In the Youth Council rating of YETP projects this proposal was highest rated and the only agent funded for job placement. But the implication that the program is enhancing the Councilman's agency persists. As recounted in the first interim report a notable exclusion from delivery agents from among CBOs is Economic Opportunity Atlanta. Yet they will play a major role in the summer youth program as they have traditionally. Thus their absence from YETP delivery does not necessarily signal a permanent exclusion from youth programs.

Though the CBOs have virtually all of the YETP program operations, excluding the in-school portion, they have none of the intake and referral function. Not only has the Atlanta CETA program established its own centralized intake and referral for YEDPA but the upcoming summer program will be served by a central referral unit operated by the Employment Service. The move toward a centralized referral for youth programs seems to have been motivated because of past abuses. Previously contractors have enrolled and certified youth for the summer program; last summer the ABE over-enrolled an excess of 200 youth and consequently overspent their budget. Additionally the entire Atlanta CETA program has been beset with charges of mismanagement and payroll irregularities. A comprehensive federal audit has resulted, to date, in eleven indictments of payroll fraud (however amounting to a paultry sum compared to the total program expenditures). Consequently some CETA systems have been strengthened to decrease potential abuses. At the kickoff workshop to introduce the community to Super Summer the Director, Aaron Turpeau, was especially cautionary to potential sub-contractors regarding surveillance of time sheet reports to assure accuracy.

Although the Atlanta Board of Education (ABE) was limited to only 22 percent of YETP, relationships between several CBOs and the educational system are promising for more coordination between delivery agents. One CBO with a CETA contract for the first time, the Tommy Nobis Center, is an organization specializing in services to the handicapped and has received support from the Atlanta schools. Another,Literacy Action, also new to the CETA delivery system, has contracted for functional educational services with the State of

Georgia. Responsibility Language Systems, a YETP sub-contractor for an innovative program to teach behavioral styles and to improve communication, has linkages both with ABE and with another CBO. It operates an in-school module under YETP as part of an .BE program for potential dropouts, Project Propinquiry. Participants in its out-of-school component at its completion are referred to another sub-contractor, UYAC, for a program cycle for job enhancement and placement. Thus these tenuous relationships between CBOs and the LEA point to potential institutional cooperation for youth programs.

Cobb County is notable for an absence of any traditional CBOs for operating employment and training programs. Unlike the other Georgia areas under examination there is no community action agency. Since the county has a very small proportion of blacks there are no Urban Leagues, OICs, or other organizations which are found in population centers with heavier concentrations of blacks. The only organizations which qualify as CBOs are the YMCA, YWCA, Boys' and Girls' Clubs. These organizations have no real capability to offer a YETP program. To date their CETA involvement is through PSE. The YMCA and YWCA jointly share the YCCIP project with the YMCA serving as administrator. This is the first such cooperative venture for the two. Otherwise the only agents for program delivery have been the Employment Service and the educational institutions. Cobb County personnel only plan, and all other operations are contracted out. Since the Cobb County Board of Education is not participating in YEDPA, the Marietta School System and the ES are the outreach to the community. The ES youth counselor in Marietta, the only ES office in the county, has several years service and has an amazing capacity to remember and keep track of youth with whom she comes in contact. The principal of the Marietta High School also is knowledgeable and concerned with youth currently and formerly in her school. Especially in the case of the latter this personal contact substitutes for the function which a constituency CBO serves. From conversations with these women and others who described them, their roles are maternal and familiar within the institutional context.

As discussed in the first interim report the role of the community action agency in NE Georgia has been limited to operating YCCIP. An agency new to CETA, the Coordinating Educational Servicing Agency (CESA), has the YETP contract. The recruitment of youth into that program is done locally in the twelve high schools in which the program operates. In terms of reaching the disadvantaged both ACTION and CESA are reaching economically disadvantaged equally well; this is not difficult in these counties where low incomes are widespread.

The community action agency in DeKalb county has a sub-contract under YETP for work experience whereas the LEA (DeKalb Board of Education) operates the major portion of YETP. In this instance the CAA is not as competent as the LEA to operate career exploration and training. The DeKalb Schools historically have operated the summer youth programs (since 1964) and were prime sponsor for categorical programs prior to CETA. Thus their record and experience overshadow that of EOA in terms of offering comprehensive services to youth. EOA has not suffered in reputation as has the agency in NE Georgia. Their current program is dynamically administered and directed.

IX, X. Coordinating Services for Youth and Future Options

YEDPA has resulted in the creation of a new Title III office under the Atlanta CETA program which coordinates and administers YETP and YCCIP. It will do the same for the summer program and those special demonstration youth projects to the extent that they are funded. As previously mentioned an intake and referral unit has also been established. The Youth Council has reviewed the summer program and made decisions for funding sub-contractors. YEDPA experience has also affected the summer program in that some new contractors under YETP will also operate summer programs. Career exploration is also receiving increased emphasis for the summer program. Youth in the in-school program will stay in their jobs but at twice as many hours, thus no interruption in their participation is foreseen.

Other prime sponsors have not taken as many actions toward coordination, partly because there are many fewer staff, programs, and participants to be coordinated. A tendency which can be construed as a different sort of coordination effort is that the smaller sponsorships favor a single agent with which to contract all or most of the program. This is true for all three non-Atlanta YCCIP programs and for the Cobb and NE Georgia YETP. In DeKalb the LEA subcontracts for most of YETP, sharing only with EOA, and to the ES for OJT. Under DeKalb's program the ES has opened a permanent youth office to counsel, refer, and place youth.

Except for Atlanta's administrative consolidation into a Youth Office most administrative and programmatic responses have been designed to be built upon or dropped.

INTERIM REPORT ON THE YOUTH EMPLOYMENT AND DEMONSTRATION PROJECTS ACT

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Introduction

This second interim report on YETP and YCCIP describes the programs in three Prime Sponsors: Boston, Worcester, and Eastern Middlesex. The first part of the report provides detail on the nature of the programs we have observed, the current status of the programs, and various issues and problems which have emerged. The second section of the report takes up several topics of general interest and analyzes them from the viewpoint of all three Prime Sponsors.

With a few exceptions the programs are now well underway after a somewhat slow start. The YETP programs in all three Primes look very much like traditional Title I programs, i.e. in-school work experience. There are obviously exceptions, but this is the central tendency. The major change involved in the YETP programs is the LEA agreements, which have generally been quite successful. The YCCIP programs are more of a departure from past practice in that they generally involve small-scale activities with demonstrable physical outputs. In this sense the intent of the legislation has been well met.

Eastern Middlesex

The most significant impact of YETP and YCCIP in Eastern Middlesex has been to orient the Prime toward youth programs, a new direction. This is true both in terms of slots (for example, prior to YEDPA, Cambridge had only sixteen youth Title I slots) and staffing (a new youth director was hired as a result of the program). In addition, the LEA agreement has clearly helped develop a stronger and more cooperative CETA/school system relationship than had existed previously.

The programs, as of March 31, had enrolled 241 out of a projected 341 youth. In Cambridge, the city we have most closely observed, 105 out of 125 youth were enrolled.

The programs described below are all Cambridge programs. In addition, in the other towns, there is a YCCIP housing rehabilitation program, a YCCIP alcohol awareness program, and in-school work experience slots.

CEOC Programs

The Cambridge Economic Opportunity Committee runs three YETP programs: an OJT program for in-school seniors, a "media" project which includes both in and out-of-school youth, and a placement/information service.

These programs are largely in-school and the school system's involvement is the essence of the LEA agreement. The school system is deeply involved in selecting the youth and several joint meetings were held to decide upon enrollees. The procedure involved going over the list of applicants, discussing each, and reaching a determination. It is clear that the specific knowledge of the youth on the part of the school staff led to an informed selection process. There was also very explicit attention to racial and sexual balance.

In general, the LEA arrangement appears to be working well. There was some initial tension concerning allocation of resources (the schools expected that CETA would donate equipment to the schools) and over the respective role of regular school counselors and CETA counselors. However, these tensions seem to be resolved.

The OJT program intended to enroll approximately 45 youth for initial "Job Shop" training, send 3 youth to each employer who would select one, and then try to place the rejected youth elsewhere in the system. Two problems have emerged: it proved difficult to find OJT slots and (perhaps luckily) too few youth applied. One difficulty with the OJT slots is that most employers do not want to be bothered with the paperwork, supervision, and obligations entailed by OJT. Currently twenty-two youth are enrolled in the program, five of whom have been placed.

The media project involves work experience with video tape, graphics, and the like. It currently includes five in-school and seventeen out of school youth. The mornings are spent in GED classes, the afternoons in media related activities.

Just-A-Start

The Just-A-Start program is a YCCIP housing rehabilitation program for 15 youth. The program includes a GED component. The Just-A-Start corporation is ten years old and began as a housing rehabilitation program for the City of Cambridge. It also runs an in-school program during the year and summer.

Unlike many of the programs we have observed in the various cities, this program had a surplus of applicants. The program appears to have close ties with street workers in several Cambridge neighborhoods. The selection process involved the youth in at least two interviews, one with a staff person from the Cambridge CETA office and another with the director of the program itself. (In general, Cambridge and EMHRDA staff were more directly involved in selection for both Just-A-Start and CEOC programs than was typical in other Prime Sponsors).

The selection interviews emphasized the program's goals and laid particular stress upon work habits. The process was heavily biased in favor of admitting women (who were a scarce commodity), even to the point of stretching the interpretation of eligibility guidelines.

The work itself involves rehabilitation of private homes. We observed, for example, the insulation of a home owned by an elderly widow. One crew we observed had four youth and a supervisor, another had 5 youth and a supervisor. In addition, there appears to be frequent spot checking by the central office staff of Just-A-Start. GED classes are held several evenings a week.

Boston

Boston, in addition to operating its YETP and YCCIP programs, is also an Entitlement city. The Entitlement, called Project YES, is obviously a strong source of competition with the YETP/YCCIP programs for staff energy and attention.

The YETP programs are all fully operational. There were no start-up problems with these since they all were Title I programs switched to YETP. The new YETP activities are the LEA agreement and an early effort at establishing a new centralized assessment and intake center. Both of these are described in greater detail below. From the viewpoint of what is new about Boston's YETP activities, the LEA agreement stands out.

The YCCIP programs in Boston got off to a slow start, in keeping with the national pattern. The causes of the slow start can be thought of in three categories: (1) administrative problems at the Prime Sponsor level; (2) administrative problems within the programs; and (3) difficulties in finding youth. We discuss each of these in more detail below. All YCCIP programs are now in operation.

The Boston Prime Sponsor has clearly established the largest central operation of any of the three Primes we have examined. In part this is due to the Entitlement. In addition, the Prime Sponsor is housed in an agency--the Employment and Economic Policy Administration--which performs other functions in addition to CETA. As a result, the Prime has been ambitious, attempting in a variety of non-programmatic ways to form new institutional linkages for youth activities. An example is a recent two-day conference sponsored by the Prime and Northeastern University which brought together private sector leaders, youth workers in a variety of non-CETA agencies, CETA contractors, and Prime Sponsor staff to discuss future directions for youth programs. Another consequence of the ambitiousness of the Prime has been a continuing conflict with Action for Boston Community Development (ABCD), the largest contractor, over the Prime's attempt to re-allocate resources.

The sections below describe in some detail the programs which we have observed most closely. Other programs funded by YETP and YCCIP are:

1. The Rent-A-Kid program, a YETP odd jobs program;
2. A YMCA YETP program for young ex-offenders;
3. A bilingual program, Casa del Sol, for Spanish out-of-school youth;
4. Two YCCIP construction and rehabilitation programs.

World of Work

The World of Work program, run by the Charlestown Boys' Club, is an in-school program designed to place youth in the private sector. The program operates on one-month cycles. Each month, roughly fifteen youth from a Boston neighborhood are recruited into the program and put through training sessions designed to prepare them to apply for jobs. After the sessions they are sent to interviews arranged by the program's job developers. The program is non-stipended; if hired, the youth become regular employees of the company. The jobs are characteristically in large downtown retail establishments.

The program has traditionally operated in several Boston neighborhoods but has been forced to move into new areas when old neighborhoods became Entitlement districts. When the program entered a new neighborhood it recruited youth by contacting a number of social service agencies in the area, calling a meeting to explain the program, and asking the agencies for referrals. Most agencies knew of the program, and there was very little difficulty gaining cooperation.

The job preparation sessions consist of various interest and behavior inventory tests followed by extensive coaching on how to fill out applications, how to behave in job interviews, how to behave on the job, and so forth.

The program is not new to YETP; it had been funded previuusly under Title I. Thus there was no start-up difficulty. The only mechanical problems were caused by the Entitlement, which led to a shifting of project staff (some experienced staff shifting to the Entitlement) and to changing the target areas. These changes do not appear to have caused any serious difficulties.

The Boston LEA Program

Boston's LEA agreement is unique among the Primes in that the Boston Prime Sponsor has subcontracted directly with the school system to establish in-school programs. The School

Department is thus running its own programs. This LEA agreement is thus probably the most innovative (in the sense of different from past practice) of Boston's YETP programs. This is not the first time the schools and CETA have interacted in Boston, the ABCD in-school program obviously works through the schools, but it is a qualitatively new level of cooperation.

There is general satisfaction among the Boston Prime and the School staff with the arrangement. Probably central to this satisfaction is the widespread respect commanded by the individual who is coordinating the school program.

The programs established under the LEA agreement seem to largely operate without a close working relationship with the other elements of the CETA system. There is obviously administrative communication on issues such as budgets (and one of the more difficult tasks facing the schools in establishing the program was learning Labor Department regulations and vocabulary) and many of the youth went through the ABCD assessment center. However, beyond this the programs largely operate in isolation.

The School Department has established a variety of programs under the LEA agreement. These are described below in varying detail.

(1) EDCO

EDCO is an educational collaborative which contracts with various school systems in the Boston area to provide educational services. In addition to running YETP and CCIP programs for Boston it also does so for various other local school systems. It is also involved in a portion of Boston's Entitlement Program. EDCO has two programs partially funded by the Boston YETP Program. These are an "alternative school" in Waltham and a Lab School in Boston.

The Waltham School is an entirely new undertaking funded by YETP. It includes students from Boston and from various suburbs. Students alternate between a week of classes and a week of work experience placements. The emphasis is not upon skill training but rather on "pre-work" behavior. In one site which we visited, a community health center, two students worked on various clerical tasks. EDCO selected teachers from within the school system to work at Waltham and reimbursed the schools for substitute teachers.

The Lab School existed prior to YETP. It is a desegregation program which brings suburban students into the city to take a half-day of classes and to work half-time. This program has experienced some difficulty because some staff feel that the addition of YETP students "tips" the student mix too much in the direction of disadvantaged. However, evidently some of the YETP funded participants were already enrolled in the Lab School.

(2) Hyde Park

This program serves special needs (retarded) students who are paired with regular students on work sites. Ten of each group are funded under YETP. The program existed prior to YETP and no new youth were added. The new funds were used to hire supervisors and provide additional work hours, particularly in the summer. It is unclear exactly how many hours students work, and this may vary since some students do not take classes and some students seem to combine YETP with work-study funds. Placements include halfway houses, hospitals, and rehabilitation centers.

(3) Occupational Resource Center

The ORC provides vocational education for students from other city high schools. The YETP students number 20 and these students are bilingual. The program was in operation prior to YETP and no new youth were added. YETP funds are used to expand working hours from 6 to 15 per week, as well as to add summer work. The program also includes workshops on topics such as budgeting. The work sites emphasize hospitals and health centers, and seem to largely involve (at least for women) clerical tasks.

(4) Edison Middle School Work Career Exploration Program

This is an entirely new program due to YETP. It includes twenty 14-15 year-old students who are older than their grade and are judged to be potential dropouts. The students work three hours a day at a variety of sites (hospitals, community agencies, universities). The in-school teaching is centered around work with math, reading, etc., taught in the context of jobs. This program is viewed as knowledge development, and is the only program in any of the three Primes so identified.

(5) There are two additional programs we have not visited, another middle school program, and a summer program for special needs students.

ABCD In-School

This is the largest of Boston's YETP programs, enrolling well over 200 youth in after school work experience in non-profit placements. Like other Boston YETP activities this program was underway prior to YETP. We have conducted extensive interviews with ABCD staff but have yet to visit job sites.

ABCD is run in a decentralized manner. In each Boston community, an APAC (Area Planning Action Council) is responsible for the operation of the program. Youth are recruited through the APAC's. The applications are coded and eligibility determined centrally, and selection and placement is done by the APAC's.

In addition to job placements, ABCD makes available to the youth workshops on various topics. Also, individual APAC's add on to the program in various ways. For example, one APAC runs a "reading club" which is mandatory for youth who are behind grade in their reading.

Transition Employment Enterprises

The "TEE" program (a YCCIP activity) is a supported work program which sends thirteen youth into the homes of elderly people to provide various kinds of assistance. TEE runs a variety of supported work projects in Boston under contract with MDRC. In addition, TEE is also contracted with HUD to run one of the demonstration YCCIP programs and has a piece of the Entitlement.

The supported work concept emphasizes graduated stress, i.e., rising expectations with both rewards and punishments. The program began with a two-day orientation session, followed by several weeks of initial training and evaluation. The youth (joined by 7 of the HUD youth) are now divided into four groups of five each and are visiting homes in the Allston-Brighton area.

The program was among the slowest in getting started. The recruitment process continued well into April. There appears to have been considerable contract confusion with EEPA. In addition, the program lacked its own recruitment services and eventually asked ABCD to provide the youth. Finally, the hiring of supervisors fell behind schedule.

We have yet to observe the crews at work. However, interviews with staff and casual observation of the youth during the initial evaluation period seem to indicate that the program is on track.

Lena Park

The Lena Park program is a Boston YCCIP activity run by the Lena Park Community Center. The program, for 17 youths, involves landscaping. The youth are given initial classroom training in landscaping and then work in Franklin Park (using some materials donated by the Parks Department) and in private homes. In addition, a few youth who wish to pursue landscaping as a career may take community college classes during the summer and enroll in the Mass. Bay Community College landscaping program in the fall. Finally, a variety of supportive services are provided; for example, during one of our visits the youth had just returned from free medical exams at a local clinic.

The program began in earnest on March 1. Prior to that almost a month had been devoted to recruitment, with some difficulty being experienced. In addition, the program experienced the start-up problems normal to a new program: the program director did not start until late February, a consultant hired to do the classroom training backed out, and so forth.

The program itself, in addition to its explicit attention to landscaping skills and work behavior, places major emphasis upon influencing the self-image and attitudes of the youth. The director is constantly prodding the youth to be aggressive, to take control of their behavior. In addition, heavy stress is laid upon the variety of social services available at the community center.

The classroom training in landscaping is being run by a Boston firm which has extensive experience in Boston, including a major contract for work with the Transit Authority on the Southeast Corridor. There is some hope that this contact will help in the post-program placement process.

Worcester YCCIP

This program, unlike YCCIP projects in other cities, is being run by public agencies, the School System and the City Parks Department.

The program selected 32 youth from among recent drop-outs. Referrals came from "adjustment counselors" in the Worcester Public Schools, as well as a variety of community agencies. The selection process was handled by staff from the Child Study Department of the public schools, the project staff, and the Director of the Parks Department. The youth spent one month in the Worcester Public Schools "Adult Learning Center" before beginning to work in the parks.

The youth in this program seemed in our interviews to be in greater difficulty than those in the other Worcester programs. This perhaps explains the attrition rate: by mid-April, 10 of the original 31 youth had left, and new candidates were selected to fill the resulting vacancies.

Project Transition

Project Transition is an in-school work experience program sponsored by the local CAP agency, the same umbrella agency which sponsors the summer youth program. The program is intended to provide 200 slots.

The program is staffed by both the agency and the public schools. The CAP hired six counselors and the schools were given funds to hire four counselors. The function of the school counselors is to select the youth, arrange for the various within-school administrative details necessary for their participation, and to visit the work sites to assure that they meet the standards necessary for academic credit. The Project Transition counselors are responsible for job development and placement.

The program has recruited youth from within the school system, with special attention to a pool of youth already enrolled in a career experience program entitled "Project Competence" (recently changed to "Project Prepare"). That program provided counseling and weekly visits to worksites. Presumably one of the attractions of using this group as a pool was that they were already oriented to work experience and already had their schedules at least partly adjusted to being out-of-school in the afternoons.

The program was a bit slow in getting started, primarily because of the snow storms which closed the Worcester Public Schools for 21 days in February. However, by May 17, 145 youths had been enrolled. An additional difficulty was that of starting an in-school work release program in the middle of the semester, after students' schedules had already been established. There were some initial difficulties with arranging placements because the eligible non-profit employers are saturated with participants from other programs (e.g., Title VI, NYC) and because non-profit placements sometimes lack the range of occupations (e.g., construction) of particular interest to some youth.

YOU, Inc.

YOU, Inc. runs an in-school work experience program very similar in structure to Project Transition in that the youth are selected by the schools, funds have been provided for the school system to hire a counselor, and YOU, Inc. has staff responsible for organizing the program and for placements. The major difference is that this program takes youth from Worcester's eleven "alternative" high schools, and from a local correctional institution.

Alternative high schools are designed for youth who are having major difficulties in school. These institutions are scattered throughout the city (we visited one in the basement of a church) and seem considerably less formal than the regular schools.

The YOU, Inc. program has been slow in getting started. Again, the snow was a problem, suspending school-based referrals for almost one month. In addition, as of late April, no job developer had been hired, and the program was distracted by some difficulties involving a Title I program it administers. In addition, intake interviews we attended suggest that the program is exercising considerable care in selecting and evaluating enrollees.

SELECTED TOPICS

This section of the report will take up general topics of interest and discuss them from the vantage point of all three Prime Sponsors.

Recruitment of Youth

One of the surprises which has emerged from YEDPA, both nationally and in the Prime Sponsors under study here, has been the difficulty experienced in meeting enrollment targets on time. In part, this can be attributed to various administrative problems which have been encountered, and these issues are described elsewhere in this report. It is also useful, however, to examine how youth were recruited into the program. These recruitment patterns are interesting both because of the light they shed upon start-up difficulties and because we can try to understand who does and does not get served by these programs.

The recruitment patterns vary both by Prime Sponsor and by program. In Worcester, for example, virtually all intake has been through the schools. For both YETP and YCCIP, youth have either been recruited by school personnel from among those in school or from among very recent dropouts. Thus, the issue of contacts and community networks does not arise in these programs. Any slowness in recruiting youth can be attributed either to administrative difficulties, the challenge of creating almost overnight a new CETA/school system relationship, and to Acts of God such as the snow storm. At this point, there is very little selectivity (with the possible exception of YOU, Inc.), with the programs admitting virtually all eligible youth who apply.

In Cambridge and Boston, there was considerably less reliance upon the schools. In both communities, the programs have gotten off to a faster start but this cannot necessarily be attributed to differences in recruitment patterns. In Boston much of the YETP programs were already underway, there being already existing Title I programs which were switched into YETP. In Cambridge, the Prime Sponsor staff were much more directly involved in recruitment and selection than in other communities, frequently being in the field, attending recruitment meetings and intake interviews. Among other reasons, the much smaller size of the Prime Sponsor permitted this interaction.

There is a difference among programs in their access to informal recruiting networks in their areas. In Boston, for example, at least one YCCIP program, although nominally run by a CBO, essentially lacked any ties to local groups from which it could recruit youth. After considerable indecision about how youth were to be found, the program turned to ABCD to find them youth. In Cambridge, one group seems to have strong ties to street workers in a particular neighborhood and experienced much less difficulty than other programs in developing sufficient applications.

Some program directors attributed their difficulty in finding youth to the poor reputation of previous youth programs. This assertion is difficult to evaluate although it is certainly true that virtually all of the youth we have interviewed have been in other programs previously. Another problem is the mid-year start which, particularly for youth in school, made fitting the programs into pre-existing plans difficult. Finally, administrative difficulties of getting into programs may have discouraged youth. One unhappy counselor described the application process:

> "On arriving,the kids are givena blue form by the receptionist. They have to go home to get it filled out and when they return they are given a white form. They have to go home to get this filled out, and when they return, they are given an appointment for an intake interview which assigns them to a program. They then have another interview with the program director before they are admitted."

Start-Up

One source of the low enrollments has been administrative start-up difficulties. In part these were caused by the enormous time pressures faced by the Prime Sponsors in the fall, and these difficulties were described in the first interim report.

A common difficulty was simply administrative overload. In Boston, for example, the Entitlement program has placed great pressure upon the Prime Sponsor staff. This in turn has led to various delays at the program level (slow contracts, ambiguous direction concerning intake, etc.). This overload has extended to some of the more ambitious programs. One program, with no previous experience dealing with the Prime Sponsor, is currently administering a YCCIP program, a HUD/YCCIP program, and a piece of the Entitlement. This has undoubtedly contributed to a certain slowness.

Learning to work with school systems is another source of some start-up difficulties. In Cambridge, for example, there was some initial confusion over the division of resources which led to some delays. In Worcester, the entire program is school-based and it simply takes time for two institutions to develop a satisfactory arrangement. In addition, the school calendar (i.e., vacations) can slow things down and the difficulty in changing students' schedules mid-semester is an added problem.

Some of the programs under consideration are new and new programs have bugs to iron out. One YCCIP program, for example, has seen a classroom trainer quit just before the program was to start (leaving the staff with two empty weeks to fill) and a planned relationship with a community college suddenly collapsed. The same organization did not have its youth program director on board until after recruitment was completed and the program was about to begin. These sorts of problems seem to be characteristic of new programs and are unlikely to persist into a second year.

TARGETING

Income Levels

In Boston, all youth are at the 70% BLS level. In EMHRDA, 94% of the YCIP youth and 93% of the YETP are at the 70% level with the remainder at 85%. In Worcester, 93% of youth currently enrolled are at the 70% level (or AFDC) with the remainder at the 85% level.

No one makes a serious effort to verify income levels. Some program operators argue that they know their communities and thus know who are eligible. Others argue that CETA income cut-offs are common knowledge and that there is considerable "fudging" at work.

School Status

The programs are heavily oriented to in-school youth. This seems to me to reflect less of a policy decision in most cases than it is a reflection of what was already in place or a result of what could be done quickly. In Boston, approximately 76% of YETP and YCCIP youth are in-school; in Worcester virtually 100% are in-school and in EMHRDA roughly 60% are in-school.

It should be noted, however, that the definition of in-school can be tenuous. In Boston, for example, a youth actually has to apply to the school system in order to drop out. Thus many youth who never attend remain formally on the rolls. In fact, some programs which are formally in-school are aimed at this de facto out-of-school group. In this case the relevant distinction is between school age and non school age youth.

Special Groups

All programs which we observed in selection meetings made special efforts to recruit women, sometimes even consciously stretching eligibility criteria to get women in. There was a similar concern with minorities but the problem of finding them was less difficult.

Substitution

The issue of to what extent YEDPA funds represent a net increase in services available to youth is difficult. Some evidence available on this point is presented below but some qualifications should be kept in mind:

1. Even if there is little or no net addition, the quality of the services may improve as a result of various kinds of institutional changes.
2. It is not at all clear that Prime Sponsors had the capacity to gear up as quickly as the legislation and DOL expected and hence in the short run some substitution should be expected.
3. This last point suggests that, to the extent that substitution is a major DOL concern, attention should be focused on the implementation of programs in FY79.

Keeping these qualifications in mind,the evidence in substitution is as follows:

1. In Boston, the YETP programs are almost entirely Title I programs which were switched to YETP. Thus, substitution is virtually 100% with some exceptions. The first exception is roughly $300,000 which the Prime set aside to create a new centralized intake and assessment center. This center was to take the place of a similar operation run by ABCD. However, the Prime ultimately did not implement the center this year for a variety of reasons, including administrative concern with more pressing issues, uncertainty about exactly how the Center would fit in

with other youth services, and resistance by ABCD. The other important exception is the $379,000 contracted to the schools under the LEA agreements. In principle, these are all new services. However, as can be seen from the description of these programs elsewhere in this report, in some cases these programs are beefed up versions of activities already in place. Thus, some fraction of the program cannot be regarded as new.

2. In Worcester, all the evidence points to a net increase of services to youth. A large fraction of Title I monies was going for youth, and these programs are continuing. The only possible source of substitution - and this is quantitatively unimportant - is the possibility that youth already in the school system's Project Competence receive a reduced level of service from that program when they enroll in YETP.
3. In Cambridge, which historically devoted very little Title I resources to youth, there has been virtually no substitution.

Academic Credit

By and large, the programs have been quite successful in arranging for academic credit. In Worcester, students in the two in-school programs will get academic credit for their work. One of the major concerns of the school system has been to assure that these jobs are "deserving" of academic credit and the function of the new counselors hired by the schools under the program will be to visit job sites. Moreover, YCCIP participants can work towards a GED as an integral part of their program. In Boston, the YCCIP youth do not get academic credit, but most programs have GED components and the staff see themselves trying to get the youth back into regular school. The ABCD in-school program makes arrangements with staff of individual schools and frequently gets academic credit for enrollees. The programs under Boston's LEA agreement all involve academic credit. In Cambridge, the in-school programs provide credit, while the out-of-school programs do not, although they provide GED work.

Planning Councils

In general, these councils have had limited roles. This is certainly the case in Worcester and Cambridge. In Boston, the council plays no role in day-to-day or even medium run policy formulation. However, it is an important arena for the struggle between the Prime Sponsor and ABCD. The struggle is essentially over the relative importance of ABCD in the operation, the Prime seeking to diminish it and ABCD seeking to protect its position. As part of this continuing struggle, the Prime abolished last fall the old planning council and replaced it with a new "blue ribbon" Council which also served the youth council function. This Council seemed under the Prime's control and ABCD fought it strenuously both in the media and through appeals to the Regional Office of the Labor Department. The composition of the Council was broadened somewhat in response to these complaints and ABCD seems able to use the Council to help protect its position vis-a-vis the Prime.

Knowledge Development

There is no activity on this front. One senior Prime Sponsor staff person, upon being asked what activities were knowledge development, picked up a list of programs and laughingly looked through it to spot (unsuccessfully) a program which might be called "knowledge development". Another Prime, considering applying for an "exemplary demonstration grant", called us to ask for a definition of "knowledge development".

Impact of Other Programs

The major such impact is the Entitlement in Boston. Obviously, Boston prefers (and should prefer) to have the Entitlement than not but, looked at from a purely YETP/YCCIP perspective, the Entitlement has caused some difficulties:

1. Staff time has been absorbed to the detriment of YETP/YCCIP. This is true within the Prime Sponsor's office but also in the field. The School Department person running the LEA agreements is also the Entitlement liaison. Another example is a program which has shifted experienced staff to the Entitlement and placed new staff on YETP.

2. There has emerged competition for placements, with the Entitlement drying up some slots previously available to YETP.

3. Some youth have left YETP programs for the Entitlement, since the latter offers more hours of work. At least one YETP program has considerably reduced its scope as a result of the Entitlement.

Miscellaneous Issues

1. Overhead. There is little evidence that on any systematic basis Primes are obtaining materials or space from the private sector at below market costs. There are, of course, isolated instances (for example, a local newspaper donates books to one of ABCD's APAC's).

2. Coordinating Services. In general, the delivery system of services to youth has not appreciably changed as a result of these programs. The major exception is obviously the LEA agreements. In addition, the issue of centralized intake and coordination is part of the conflict between ABDC and the Boston Prime Sponsor.

3. Youth Participation. Youth are on the Planning Councils but, as noted above, these Councils play a minor role. Beyond that there is little or no youth involvement.

YOUTH EVALUATION PROJECT

Second Interim Report

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Field Associates: Grace A. Franklin, William J. Lydon

May 22, 1978

YOUTH EVALUATION PROJECT: SECOND INTERIM REPORT

This is the second interim report on the implementation of Youth Community Conservation and Improvement Projects (YCCIP) and Youth Employment and Training Programs (YETP) in three prime sponsorships in central and southwestern Ohio: Clark County, Columbus-Franklin County Consortium, and Greene County. The report follows the outline distributed by the National Council on Employment Policy on February 24, 1978, with the addition of a concluding section containing general observations.

The data for this report came from interviews with prime sponsor staff members responsible for implementation, program operators (including school officials), advisory council members (including youth members), and a few participants in some of the programs that have been in place long enough to afford some meaningful experience that can be tapped; observation of youth council meetings; and examination of relevant documents, reports, and records.

The reader of this report needs to be generally aware that implementation in Clark County as of early May was virtually total, implementation in Greene County was partial, and implementation in Columbus had barely begun.

I. KNOWLEDGE DEVELOPMENT

In Clark County only one knowledge development activity is planned: a monitoring of YCCIP enrollees to see if their decision about staying in school is related to their ability to earn money while in school (the target population is potential dropouts). Unsuccessful attempts were made to hire a student from a nearby University to undertake this task. The evaluation activity has now been given to a new monitor for youth programs (an assistant to the youth programs coordinator), who began her youth duties in May (she had been a secretary on the staff). A single question of program impact in the only YCCIP program in the prime sponsorship is the focus. Concrete plans for how the evaluation will be conducted have not yet been developed.

In *Columbus* knowledge development has never been a priority and may become a fatality given all of the problems the prime sponsorship has had in getting any of the programs operational. In theory there will be research on the impact of participation in the programs on youth's attitudes and labor market status. But to date no provisions for evaluation have been made. The position of "youth evaluator" remains vacant. The most reasonable projection at present is that there will be no knowledge development in Columbus.

Knowledge development has consistently been of peripheral concern to *Greene County* manpower staff. That staff has defined knowledge development as fairly formal experimental evaluation for which they do not possess time, money, or competence. However, the staff has tried to develop programs they consider innovative in part as a result of the general stress on knowledge development in the program nationally. The prime sponsorship has, until early May, run the youth programs with one half-time staff member. They are now seeking a full-time staff member and may do more in the way of evaluating their innovative programs after that person is in place.

II. CONTENT AND QUALITY OF WORK EXPERIENCE

In *Clark County* the staff is strongly aware of the stress on improving the quality of work experience sites. They are working with the subcontractors to upgrade quality and both the staff and the subcontractors feel that their work sites were appropriate. The staff is planning an important change in FY 79 that should upgrade the quality of work sites even more: the Springfield city schools (the LEA with the 22% contract) will be given the authority to certify all work sites as career-related. Sites not so certified will not be eligible for funding.

Supervision of work experience sites has never been a particular problem in Clark County. Thus standard practices have continued to be used in YETP programs. The one YCCIP project (with the county schools) is using regular maintenance staff as supervisors.

There are no special "youth jobs" or restructuring of jobs for youth in Clark.

The link between the career assessment component provided by the Springfield schools (a two-hour session every other week) and work experience participants supervised by two contractors has been in place since late March. The mesh seems to be developing well and both participants and project supervisors are favorably impressed by the career assessment classes.

Academic credit has not yet been arranged. The CETA staff continues to emphasize the necessity for it. School officials are moving carefully but are in no way negative. They wish they had some guidance from the State Education Department but in the absence of such guidance they feel comfortable proceeding on their own to develop policies and practices that they feel will stand up to later scrutiny by the Springfield Board of Education, the State Education Department, and the North Central Association. They want to make sure that the arrangements they make for credit cannot later be successfully challenged as below standard.

Youth participants feel they are learning interpersonal skills in their jobs although they are less sure about career skills, primarily because they are only now beginning to think about career choices (a development facilitated by the new career assessment component). Program operators confirm that most of the enrollees have given little thought to career options to date (or at least prior to the career assessment classes).

The YCCIP project is a project with tangible output: maintenance and beautification of physical facilities in all county schools.

In Columbus only one YCCIP project was functioning by early May and so comments on quality of jobs necessarily have to be limited to that project. The director of the project was enthusiastic about the jobs in it and the strong emphasis on good supervision. The CETA staff knew little about the project. In fact, given the general problems of getting anything in place the CETA staff as yet appears to have developed no particular commitment to the new youth programs at all.

Supervision at the one operational project is good; extra supervisors who are union members were hired. No special consideration was given to increasing supervision on the in-school work sites developed by staff to use the 22% LEA money.

There is no special class of youth jobs being created. The one YCCIP project in place does restructure some jobs for youth, however.

The only YETP activity in place at all (and that only partially) by early May involved work experience sites for in-school youth (and used the 22% LEA money). The schools played no part in developing these jobs; the CETA staff developed them and simply treated them as extensions of work experience programs already in place. No special attention was given to meshing education and work sites. Where any fit existed it was random.

So few youth are actually enrolled in Columbus as yet (and the few who are enrolled have only been in the program a very short time) that interviews with them necessarily must be deferred. The status of academic credit is confused, in keeping with most aspects of the Columbus program. No one is sure how to arrange for it or who is supposed to do it.

The two YCCIP projects do provide tangible outputs. The regional office of DOL objected to one YCCIP project that was first proposed (youth tutoring youth) because it did not provide tangible output and Columbus substituted another project for it.

Greene County CETA staff and project operators stress quality of jobs and strong supervision. These attitudes are widespread and are being implemented concretely. For example, the staff went to the Employment Service to locate good supervisors and ES took responsibility for locating them and then for providing them with orientation and training. Two supervisors were hired for the 12 enrollees in the two YCCIP projects. For YETP enrollees (20 in OJT and 40 split between two work experience programs) regular supervisors already at the sites are used.

Greene has not created a separate class of jobs reserved for youth, and no particular job restructuring seems to be taking place.

Out-of-school participants receive classroom training at a joint vocational high school at night or tutoring. They are also encouraged to pursue a GED or return to school. In-school participants in work experience each have a case manager and an education curriculum specialist working in tandem with guidance counsellors who assemble curriculum packages that must be certified by the JVS superintendent as "sound."

The question of academic credit for work experience has caused some tension in Greene County. The vocational superintendent believes that state attitudes distinguishing between "academic credit" and "credit toward graduation" create confusion. The latter can be used when certified by vocational schools and does not have to be supported by 120 hours of classroom instruction per unit, as is the case with the former.

However, the tone of memos emanating from the state department of education is, in the view of individuals in Greene County, indicative of suspicion of manpower programs on the part of state education officials.

Counsellors and CETA staff both indicate that the participants generally are enrolled almost exclusively for the immediate financial rewards and not because of career aspirations. The few participants interviewed seemed to have a stronger notion of career goals and the relation of their YEDPA-supported jobs to those goals but those few are perhaps atypical of all of the participants.

III. YOUTH PARTICIPATION

In Clark County the four youth members of the youth subcouncil were chosen primarily on the basis of being known personally by someone already involved with manpower programs. Only one of the four is a participant and disadvantaged (and she was chosen because she is president of the council of the major community-based deliverer).

Youth participation at both the subcouncil and the full MAC is good in terms of attendance. And several of the youth members feel free to talk. When interviewed, they expressed positive perceptions of the reception the adult members of the subcouncil and full council had accorded them. They have no particular programmatic goals. One member had a personal goal of learning more about government and politics generally. In general, they feel flattered to be on the council. The non-disadvantaged members feel they understand the problems of the disadvantaged from having gone to school with some of them.

The CETA staff and the adult members of the MAC and subcouncil have all tried to make the youth members feel welcome and have stressed that they are full voting members of the subcouncil (of which they constitute 50%).

Participant views of pre-YEDPA programs and YEDPA programs were not solicited because the YETP programs are extensions and expansions of what was in place under Title I before YEDPA was passed. The YCCIP project has only been under way a few weeks and so participants were not interviewed.

Columbus youth representatives are formally appointed by the prime sponsor. Nominations were sought by a council liaison person on the CETA staff from a variety of sources. Those names were sent to the CETA director for approval, and from there went to the mayor. The appointment letters were then sent out.

Youth participation has been extremely limited. The full MAC in Columbus has never had an important role in program implementation so there is no precedent for active involvement. Generating active youth participation on the youth council is not a priority for the Columbus CETA staff, and it is unlikely to become a priority.

In Greene County two high school students who have been SPEDY enrollees in the past were selected to serve on the youth council of 13 members because staff judged them to have been good participants in the program and predicted they would be interested members of the council. The two members come to the monthly meetings but do not, at least as yet, participate much. The two youth members do value their membership, however, not for any particular programmatic reasons but because of personal recognition they feel they have received as members. The members have no programmatic goals or criticisms.

The CETA staff is considering the idea of broadening the scope of youth participation in YEDPA by employing a few "peer counsellors" at the work experience program run by a community action agency.

The programs are too new yet to ascertain whether participants think they are getting something new and different from what previous CETA programs offered. Counsellors for the operators predict that they will not see any differences because the participants tend to think of any job as just another job. However, several of the participants interviewed saw more differences than the staff predicted. They were particularly supportive of having the community action agency as a deliverer because they felt it was more sensitive to the needs of disadvantaged youth than the schools, welfare department, or juvenile court authorities.

IV. TARGETING

Clark County intends to serve 100% disadvantaged youth with both YETP and YCCIP. Of the 173 YETP participants served between January 1, 1978, and March 31, 1978, 100% were reported as economically disadvantaged and 65% at the 85% or less lower living standard. If enough economically disadvantaged youths cannot be located to fill the 34 YCCIP slots then the staff will move to non-disadvantaged participants rather than letting the slots go vacant.

Clark County staff is very careful about having verification paperwork completed and in the files. They check with the welfare office or employers of parents to verify income data.

The one special target population in Clark County is juvenile offenders. About 90% of 26 slots from one program run through the county juvenile court are reserved for offenders (the others are referrals from a children's home).

The structure of the Clark program prevents comparison of community based organization targeting with the targeting by other deliverers because a CBO is the major general deliverer for YETP and there is a central intake unit that, in effect, monitors targeting for the total system.

There seems to be every reason to believe that Clark County is genuinely serving economically disadvantaged youths. In addition, the program is also serving a number of youths with additional social and motivational problems.

Columbus intends to serve only youths who are economically disadvantaged and meet the 70% or less lower living standard. The March 31, 1978, reports to DOL show 92% of YETP and 95% of YCCIP enrollees to be economically disadvantaged. All of the enrollees in both programs are reported as being at 85% or less of the lower living standard.

Verification to present consists of taking the applicants' word about income level and then having the applicant sign a statement indicating the information is accurate. When and if the planned youth assessment center is put into operation these procedures may change.

Columbus has targeted economically disadvantaged youth with a preference for minorities and dropouts. Because the bulk of the program is not yet operational there have been no special outreach and recruitment efforts.

The prime sponsor is running all YETP programs itself (including the 22% LEA program, in effect) and so there is no way to compare CBO and non-CBO performance in reaching the target population. The city has always run in-school programs (even in Neighborhood Youth Corps days) and so no comparison has ever been possible.

The commitment to serve economically disadvantaged youth in Columbus is genuine. The problem has been that few of the programs are in operation to serve anybody yet.

Greene County is also committed to serving the economically disadvantaged. They want to limit all participants to below the 85% lower living standard. The first quarterly report from YETP, with only 20 participants enrolled, showed that 95% of them were economically disadvantaged and below the 85% lower living standard.

The staff for both the prime sponsor and the community action agency emphasized the completeness of their records on eligibility.

A point system at intake is used to give special preference to three groups: women, ex-offenders, and slow learners. Outreach efforts to find individuals in these categories include school visitations by counsellors, the use of newspaper articles, and close liaison with the juvenile court system.

The commitment of both the prime sponsor staff and the community action agency deliverer to serve the disadvantaged is genuine. Conversations with participants confirmed that they were indeed economically disadvantaged.

V. SUBSTITUTION

There is no definitive way to measure substitution. There certainly is no simple way. Table 1 reports the percent of participants in Titles I, II, and VI who were under 22 years of age at the end of the second quarters of the last three fiscal years (December 31, 1975; March 31, 1977; and March 31, 1978).

When the figures for Title I are examined it can be seen that service in Clark County for young people has declined slightly after the passage of YEDPA, it has increased in Columbus, and it has decreased considerably in Greene County. When the PSE titles are examined, except for Title II in Greene, service to young people increased in all three prime sponsorships for both titles between FY 77 and FY 78 and, with the same exception of Title II in Greene, approximates the same level of service (in percentage terms) as in FY 76.

In none of the three prime sponsorships were there any attempts to add youth enrollees to Title I in the Fall of 1977 so they could be shifted to YEDPA in January, 1978.

TABLE 1: PERCENT OF PARTICIPANTS UNDER 22 YEARS OF AGE, THREE OHIO PRIME SPONSORSHIPS, SECOND QUARTER OF FY 76, 77, and 78

	Quarter Ending		
	December 1975	March 1977	March 1978
Title I			
Clark County	51	51	47
Columbus/Franklin Co.	41	46	54
Greene County	43	43	30
Title II			
Clark County	24	20	24
Columbus/Franklin Co.	21	13	24
Greene County	19	16	9
Title VI			
Clark County	24	16	23
Columbus/Franklin Co.	17	15	20
Greene County	27	18	24

In Clark County there is a commitment on the part of the CETA staff not to substitute. There is also a commitment to year-round comprehensive planning and operations for all participants for all titles. The second commitment, in a very real sense, makes substitution a meaningless issue in this prime sponsorship. The staff wants to use available monies to make the biggest possible dent in their total universe of need. They will, of course, proceed in accord with federal regulations but, to the extent possible, they want to resist proceeding as if they were dealing with unrelated categorical programs. Congress and, to some extent, DOL seem bent on reinstituting categorical programs and, more important, categorical mentality, but those developments are not popular in Clark County and not in accord with the goals of the prime sponsor.

Services for youth remain about the same in nature as before YEDPA (except a larger number of youth are being served), with the very important exception of the addition of the public schools' career assessment component.

There have been no union problems (and basically no union involvement) in Clark County.

In Columbus there seems to be genuine commitment not to reduce Title I services to youth just because of the creation of the new youth programs. There has been no change in mix of services.

Unions have not raised the issue of substitution. They have reviewed and agreed to YETP and YCCIP plans. Union representatives are on both the MAC and the YPC and support the plans of the prime sponsorship.

Unions are involved and cooperating significantly in a home repair and weatherization YCCIP project run by a community action agency. The project guarantees transition to apprenticeship for program completers.

Despite the figures for Greene County for Title I it does not seem reasonable to argue that substitution is deliberately occurring. CETA staff, subcontractors, and influential Youth Council members all assert they specifically intend not to substitute. Their assertion is supported by the fact that there has been no change in the mix of services provided youth with Title I monies. It seems reasonable to guess that other factors accounted for the change in youth participation and that it did not reflect a conscious attempt to substitute.

A union objection to a small YCCIP project in Yellow Springs on a college campus was successful in having the project moved to another sponsor but the objection was not really on the grounds of substitution, since the project would clearly not be undertaken except with CETA support.

VI. OVERHEAD

The only contributed resource in Clark County is rent-free space from the county courts for the work experience program aimed primarily at juvenile offenders.

No concrete ties with agencies other than funded deliverers have been developed. The employment and training system in Clark County--both in general and specifically for youth--is quite self-contained and self-sufficient.

In Columbus the major part of YETP--a planned youth assessment and training center--has not yet begun. Staff may attempt to generate links between the center and other organizations such as the Employment Service but they have articulated nothing concrete yet.

The community action agency weatherization YCCIP project takes advantage of Community Service Administration materials for weatherization. The community action agency itself developed this resource and CETA staff had nothing to do with it.

The Greene County CETA staff had been hoping that materials for a YCCIP project would be donated by a high school in the County and that supervisory funds for the project would come from both school funds and village funds. In fact all of these hopes were realized: between them the school and village contributed $17,000 for supervisory costs and $19,000 for materials (less than $18,000 in YCCIP funds were involved).

The community action agency is getting some solar units at less than cost for part of its winterization YCCIP project.

Central State University has agreed to provide tutoring in basic skills to participants under the auspices of the special education department at no cost to the prime sponsorship.

The community action agency has a job developer paid for with ES funds. He develops jobs for out-of-school participants as well as for other clients of the agency.

The Greene County Joint Vocational High School has a nonfinancial agreement with the prime sponsorship to provide coordination of the program with other county high schools, to arrange for high school credit for participants, to certify that educational experiences and work sites are consistent with each other, to assist in recruiting and screening potential participants, and to monitor the entire system so that services will not be duplicated.

Understandably, the Greene County staff is pleased with what they termed "incredible" community support for their efforts. They hope to add additional resources on the same basis from other sources in the future.

VII. INSTITUTIONAL CHANGE

In Clark County the 22% agreement with the LEA (Springfield city schools) was successfully and rather rapidly negotiated. The negotiations resulted in a two-phase program for FY 78, to be followed by phase three in the autumn of 1978. The third phase will explicitly build on what was learned in phase one (which runs from late March until the end of school in June; phase 2 is a summer program).

In phase one the Career Development unit in the city schools provides career assessment classes for most in-school and out-of-school participants in the programs run by the Urban League (about 85% of the slots) and a program affiliated with the county juvenile court. These classes meet for two hours every other week and range from 15 to 30 in size. Participants not in career assessment are enrolled in a special reading program subcontracted with the local Catholic high school, or they are "graduates" of the career assessment program (it was run on an experimental basis before YEDPA funds were available in autumn, 1977).

Phase two in the summer will have two parts. The first part will provide work sites in community projects coupled with work at the school board's pre-vocational laboratory (already existing) and special tutoring in reading and math for those who need it. Another 150 participants will be enrolled in some sort of prelude to autumn, 1978--a bridge program to cover the summer. The details of the program for the 150 students were being worked out between prime sponsor staff and school board staff in mid-May.

Phase three will look much like phase one with whatever variations seem warranted by the spring experience. (Students in the spring will be "debriefed" by questionnaire and in other ways. A single full-time teacher teaches all of the classes in phase one and will teach them in phase three and so he should be in a good position to codify and act on what he has learned from the spring experience. In addition, the prime sponsor staff is planning to add two important powers to the school board's mandate in the autumn: to certify all work sites as career-related and to remove participants from the total program who are not performing satisfactorily in the career assessment component.

Some minor problems were created by the non-congruence of the CETA fiscal year and the school's fiscal year and academic year but these were solved.

Academic credit seems likely to be arranged, but it will be done slowly and cautiously (see earlier comments in Section II).

The school board gets only 22% and is quite content with that for the foreseeable future. School board staff members articulate a desire to do a good job with the 22% before even thinking about expansion and, in fact, feel that other agencies, especially community-based organizations, should be heavily involved.

The schools are dealing in a new way with the special clientele generated by the two work-experience programs. As indicated, they hired a full-time staff member with considerable experience to head up the program. There are 15 out-of-school slots in the Urban League program and some of the juvenile court slots are also used for out-of-school youth.

No particular linkages to post-secondary educational programs have been established.

The schools career assessment segment is explicitly aimed at generating occupational information. The juvenile court program, in addition to sending its participants to the schools' career assessment program, also provides additional career information for its participants in a weekly session.

There has been no union involvement with YEDPA programs in Clark County.

No new links have been forged with the private business sector. The one attempt to do so--allocating ten slots to the Urban League program for OJT--has already been abandoned because no commitments could be obtained.

Columbus pursued an unusual route with the schools in Franklin County. Essentially, the schools were given no latitude on how to use "their" 22% but were instead told what to do by the staff. Originally, there were some meetings with the representatives from the Columbus public schools and the prime sponsor staff. The initial position of the schools was that they should simply take the money (over $330,000) and do what they wanted with it. The staff resisted giving away control. They sought ideas from the schools, but the only ideas that were forthcoming involved using the money to support already existing OWE and OWA programs. Staff from the prime sponsorship resisted this effort to use the money simply to subsidize the schools' regular budget. Instead, the staff drafted a nonfinancial agreement and sent copies to all 17 school districts in the county to look over, react to, and sign. Thirteen had signed by January. Only the four wealthiest districts in the county resisted. The nonfinancial agreement primarily results in more school kids enrolling in the in-school work experience program run by the prime sponsorship staff itself and long established with Title I funds. Eighty percent of the money will be spent for additional slots. Twenty percent will be used for a training program for all high school vocational counselors, to be run by prime sponsor staff next fall.

The schools, with the four exceptions, acquiesced in this arrangement because, ultimately, they did not have any better ideas and did not seem to care very much about the new programs anyway.

No problems arose in Columbus because of incongruent planning cycles for the prime sponsorship and the schools since the prime sponsorship is running the entire 22% program itself.

There is a lot of confusion in Columbus about academic credit, as previously mentioned. Prime sponsorship staff believes that Ohio law prevents academic credit from being granted. The director of the major YCCIP project (from a community action agency) says that both the YCCIP enrollees and Title I out-of-school enrollees (a program run by the same agency) are already getting credit. What is clear is that no single policy or practice exists.

The LEA agreements in Columbus are limited to the 22%. Out of school youths are served through the YCCIP projects and will be served by the planned assessment center, once it is operational.

Since the LEA 22% is being used to expand an already existing Title I in-school work experience program by about 300 slots and since the prime sponsorship is in control of all decisions, the schools have no incentive to take an active part in the program and they do not do so. The only school involvement stems from the requirement that school counselors certify that each work site fits a youth's career aspirations. But this is a very loose mandate. Counselors' assessments do not seem to be rigorous and "fit" is not really defined. And since prime sponsor staff monitoring of these assessments does not exist there is no effective "career-related" requirement in Columbus.

No new links have been established with post-secondary schools. One indirect effort will be made to improve occupational information--the counselor upgrading workshop that will be held in September after school begins that will focus on how to prepare youths to go on the job market. The workshop will also include some attention to occupational growth areas. Staff hopes to get some individuals from the private sector to help run the workshop.

One project operator (a community action agency) involved unions concretely in a YCCIP project, as explained earlier. The prime sponsor staff did not participate in developing the agreement.

There are no links with the private business sector thus far except for the nominal membership of a few business members on the youth council and MAC. There is vague talk of using the youth assessment center to forge links with private business but the assessment center itself is still at the stage of wish rather than reality.

In Greene County the LEA agreement with the prime sponsorship is also nonfinancial--in this case between the prime sponsorship and one school--the County Joint Vocational High School. But, unlike Columbus, the school seems to take the activities agreed to in the nonfinancial agreement seriously (these were specified in the preceding section).

No particular problems of incongruent planning cycles hindered the school-prime sponsorship cooperation in Greene County. However, differing attitudes in the manpower and education communities were recognized by various participants. At the local level these differing attitudes did not seem to be impeding the program. There were still common terms to be worked out for describing programs (for example, the two communities understand completely different phenomena to be represented by the term "indirect placement"). There was also concern over the apparent lack of interest in the potential tie between schools and CETA evidenced on the part of the state Education Department.

There was also awareness at the local level that vocational counselors in three different institutional settings--traditional high schools, vocational high schools, and community based organizations--looked at the world in very different terms. Their training and orientations are different--traditional high school counselors focusing on college preparation, vocational education counselors focusing on employment, and CBO counselors focusing on resolving environmental and personal pathologies with a number of tools, including career training.

High school credit for work experience is recommended by the JVS to the "home" high school for each in-school student after appropriate certifications that meet requirements set by the State Department of Education. The state requirements, however, are unclear and variously interpreted so that a self-confident Joint Vocational School can set many of its own standards and practices.

Academic credit for YETP activities covered by the 22% LEA agreement is being arranged. To date academic credit for programs covered by the other 78% is not being arranged. Academic credit for the YCCIP enrollees appeared to be in the process of being arranged by one high school in the village where the projects would take place.

Half of the forty slots in the YETP program run by the JVS are for out-of-school youth.

At present the schools are just absorbing their new relationship with the prime sponsorship and are not moving beyond it.

Central State University has shown an interest in the new youth programs but that interest emerged independently of the LEA agreement.

Widely available occupational information is in short supply in Greene County. Work has begun to set aside space in the city library for collecting such information.

Unions were consulted on the definition of YCCIP jobs and, after vetoing one project, approved the two that were finally funded. Greene County is in the middle of talking with the carpenters union about an agreement whereby the manpower office would send referrals to their pre-apprenticeship program, who would then be in line for acceptance into the apprenticeship program. Some of these referrals may come from YEDPA programs if the agreement is reached.

Part of the YETP program in Greene County involves 20 OJT slots for youth run by the Employment Service. This program has not yet made any concrete progress and is the only attempt to reach the private sector with the program.

VIII. CHOOSING DELIVERY AGENTS

In Clark County only one community-based organization is participating in the program. That organization--under different names and sponsorships--has a long history of delivering employment and training services in the county. The level of activity of the CBO has increased under YEDPA, not so much in its total number of work experience slots but in terms of the increased services offered the participants, particularly the career assessment classes. There is no way to compare the performance of this CBO with other deliverers since it delivers all of the YETP program except for a small segment targeted principally for juvenile offenders and since there is a central intake unit for all programs run by the prime sponsorship.

There are some other potential deliverers that are interesting to the prime sponsor staff, but the judgment was made to stay with existing deliverers rather than splitting up the money in too many directions. There will be some experimentation with additional deliverers on a small scale in the summer program in 1978. The prime sponsorship is also seeking state 4% money to fund some special programs for youth, although their chances of success are low given the governor's inclination to use 4% money mainly for state agencies and a few other programs that are politically visible and rewarding.

In Columbus CBO participation in planning was limited to minimal compliance with the regulations. There was good response by CBO's to the RFPs for both YETP and YCCIP. Staff initially wanted a CBO to deliver the youth assessment center-- the mainstay of the YETP program. However the CETA director vetoed this preference and instead determined that the youth assessment center would be an in-house operation. (It is still in the planning stages and a long way from being operational.)

CBOs are involved in program delivery only in YCCIP. The major project is run by the major community action agency in the city, which has also delivered manpower services for a long time. The other project is run by a long-established local community house, although it has not previously delivered manpower services. Both organizations are qualified to run their projects and the larger of the two was the first part of the entire youth operation to be operational (and it is still the principal part that is operational). In terms of total YEDPA dollars available, CBOs have only a relatively small share (between 17 and 18%). Many program decisions, however, seem to have been made on grounds other than competence of potential deliverers.

There are no valid data on who best reaches target populations in Columbus--prime sponsor staff or CBOs. There is some evidence that both can reach target populations but that the decisions about who deliverers what are made much more for local political reasons and for organizational "turf" reasons.

No specific service deliverers are conspicuously absent in Columbus although it certainly seems reasonable to think that a CBO might have handled the startup of the youth assessment center more efficiently than is being done by the prime sponsorship, which has made little progress to date.

In Greene County the one viable CBO for delivering manpower services (the community action agency) is involved in both YCCIP and YETP. The county also has an OIC (now primarily in name) that was a manpower deliverer but has fallen on hard times because it has been defunded for poor management and excessive administrative costs. The OIC submitted a statement that they intended to bid on part of the YEDPA system but later decided not to. Effectively, OIC is now defunct in Greene County in terms of delivering manpower services.

The active community action agency appears both experienced and competent. It has been in the county for many years, has established contacts with all county agencies (including the schools and ES), has its own outreach program, and has shared testing and assessment for CETA Title I services with another deliverer.

IX. COORDINATING SERVICES FOR YOUTH

In Clark County it is premature to judge whether the youth inventory will really result in the meshing of services for youth. Immediate results have been a more widespread distribution of the RFP for the summer program, the planned funding of some additional summer deliverers, and the identification of some potential YEDPA deliverers for the future.

There are no non-financial agreements with any organizations in Clark County.

The prime sponsorship uses its regular central intake unit for YEDPA participants.

There is a high degree of attention in Clark County to meshing the year-round youth program with the summer program. The summer program will be used in part to continue services for some of the youth enrolled in YETP. A status change notice will transfer these individuals into a concurrent enrollment status. They will then continue working and receiving income, primarily to encourage them to return to school in the autumn. Counseling services will also continue to be provided for these individuals.

In Columbus the practical utility of the youth services inventory is not evident. Until the assessment center is running, coordination with any other programs is impossible by definition.

There are no agreements with any other institutions beyond the non-financial agreement with schools in the county to cover the 22% mandate.

In a sense the reason the Columbus YETP program is essentially not operating yet is because the prime sponsorship decided to create a major new staff unit for intake, assessment, referral, and possibly training of YEDPA participants. The enterprise is a long way from having much reality. A youth coordinator was named only in March and by late April had a staff of one secretary. That is hardly adequate to run an assessment and training center that is projected to cost close to $1 million in FY 78 alone. (It seems highly unlikely, of course, that Columbus can, in fact, spend this money by September 30, 1978.)

The youth coordinator, who has experience in running SPEDY programs, is responsible for coordinating 1978 PSEDY with YETP. Given the lack of much action on YETP, coordination is primarily a moot question. Likewise, coordination with Title I is also moot at this point and a question for the future, and little thought appears to have been given to it thus far.

In Greene County the youth service inventory is not considered useful by the staff.

The staff has focused on using non-financial agreements for services and has kept monetary transactions in its own hands even for deliverers that are, in effect, funded such as ES, the joint vocational school, and the community action agency. There are additional non-financial agreements with some of these agencies specifying roles and there is also non-financial agreement with Central State University.

The community action agency has created a new office combining intake, counseling, and general coordination specifically for youth.

Greene County is seeking a full-time youth coordinator to replace the half-time coordinator they now employ (this decision has to do with the workload, not with a negative judgment about the incumbent, who will be transferred to other part-time duties). Details of YETP-SPEDY coordination ideally will await the hiring and arrival of a new full-time youth coordinator. However, two basic decisions have been made. First, since YEDPA programs do not include participants less than 16 the summer program will emphasize service to 14 and 15 year olds. Second, since there is a stress on out-of-school youth in the year-round program the summer program will stress service to youth who are in school and who are expected to return in the autumn (and the program will encourage that return). It seems likely that either the exclusive or at least principal deliverer of the summer program will be the community action agency that is also a major deliverer of YEDPA services. This fact should facilitate coordination between year-round and summer programs.

X. KEEPING FUTURE OPTIONS OPEN

In Clark County no major structural adaptations have been made to accommodate YEDPA. Existing structures have reached some agreements on how to proceed but the structures themselves have not changed. Procedures to increase both youth and community involvement in the programs have been faithfully followed by the staff and have resulted in identifying some new interests and agencies that may have importance in the future for delivering services. This prime sponsorship seems unlikely to abandon either the new ties or the new procedures unless resources vanish altogether and/or the procedural mandate from DOL and Congress prescribes a different approach to involvement.

In Columbus the major planned structural adaptation is the youth assessment center, which as of early May exists only on paper. Assuming it comes into being, its life is probably dependent on YEDPA dollars, although in principle it could be run with other CETA resources if judged to be an innovation worth keeping.

Procedural changes mandated by YEDPA are unlikely to survive in Columbus if the mandate vanishes because they have been viewed by staff as primarily administrative burdens and annoyances. Columbus has always treated mandates about broadened participation in CETA in a perfunctory and formalistic way and their YEDPA performance is, predictably, no different.

In Greene County no major structural adaptations have taken place. Some of the procedural changes seem likely to survive a YEDPA phase out although a separate youth council might well die. Right now the youth council has a mandate to include other youth programs in its purview but without a YEDPA-like core for its activities it would seem likely to lose motivation. In a sense, YEDPA has awakened Greene County individuals and institutions to youth employment and training needs of which they were not particularly aware before. That awakening would probably survive a phase-out of YEDPA or its replacement by other structures and mandates.

XI. GENERAL OBSERVATIONS

1. The key to relatively rapid implementation of YEDPA in these three prime sponsorships is, not surprisingly, a competent, full-time youth staff with backing from the CETA staff director. All three conditions were met in Clark County and implementation is well advanced. The only condition missing in Greene County was a full-time youth coordinator. The nature of the work dictated that a part-time coordinator could not move as quickly with implementation, although considerable progress was made. In Columbus none of the three conditions was met until March, when a full-time youth coordinator was hired. But that coordinator still does not have much help and, given the size of the program, cannot be expected to function effectively alone. Backing from the CETA director is missing. As a result of these problems implementation in Columbus is virtually non-existent except

in the case of YCCIP, which was awarded to two community based organizations, and a routine expansion of work experience with the 22% LEA money.

2. Not much is happening concretely on the knowledge development front. The mandate from Congress and DOL is viewed as vague in itself and it is generally treated vaguely and as a low to nonexistent priority.

3. There is considerable stress in two of the three prime sponsorships (Clark and Greene) on improving the quality of work experience work sites and supervision.

4. Youth participation, where it exists, is largely symbolic. In Clark County youth participation on the youth subcouncil might eventually have some marginal programmatic impact just because Clark County takes its council very seriously. Peer counselling in Greene County, if instituted, could have some importance. In Columbus the one innovative use of youth--a proposed YCCIP project with youth tutoring youth--was successfully opposed by the regional office of the Department of Labor. No other initiatives seem likely.

In general, the youth councils are likely to be about as important and influential as the MACs themselves have been. "Community traditions" about CAMPS and CETA councils (even though only a few years old) will prevail. Thus the Clark youth subcouncil can be important; the Columbus council stands little chance of developing importance; and the prospects of Greene council falls somewhere in between.

5. All three prime sponsorships are doing well in reaching economically disadvantaged participants (with the obvious reservation that since much of the Columbus program is not yet operational it is reaching only relatively few people for the dollars available). It should be noted that the three staffs understand the criteria for defining economically disadvantaged participants in three different ways and their quarterly reports for March 31 reflect those different understandings. If this is a general phenomenon

nationally the Department of Labor should address itself to clarification of definitions and reporting practices.

6. There is no evidence of intent to substitute YEDPA services for Title I services that would otherwise go to youth. At first blush, some aggregate figures in Greene County lend credence to a guess that substitution is occuring. But probing of programmatic decisions and commitments suggest that the aggregate figures are either the result of other forces or random variations.

At present this evaluator does not have a methodology with which he would feel comfortable for "measuring" substitution. Qualitative and quantitative monitoring of service patterns and of intent and motivations seems more appropriate for the near future than putting heavy reliance on numbers that may either mask substitution or, alternatively, suggest it exists where it does not. The ultimate measures of the impact of YEDPA will, of course, have to do with youth unemployment rates, school dropout rates, and similar phenomena. Naturally, when and if those measures are used the question of causality becomes paramount.

7. The experience in Greene County suggests that an active effort to solicit in-kind, below cost, and free goods and services can generate a good deal.

8. All three of the prime sponsors did not build meaningful ties with other institutions but when they tried seriously they showed it was not terribly difficult to do so. The emerging relationship between the Clark County CETA office and the Springfield public schools is a good example of what can be achieved. Similarly, the Greene County CETA office-joint vocational school relationship also promises to serve youth well.

All three prime sponsorships have had little success in attracting private sector participation in the program. Clark County is, for example, already abandoning its experiment of designating ten OJT slots for youth.

9. In all three prime sponsorships community based organizations appear to be good deliverers of youth services. Only in Columbus does the prime sponsor, for political reasons, appear to be giving them a smaller share of the program than would seem warranted on the basis of comparative competence.

10. Meshing YEDPA with a broader array of youth services is not a high priority in any of the three prime sponsorships, although both Clark and Greene have begun serious explorations. Coordination between YEDPA and SPEDY is proceeding well in both Clark and Greene. Such coordination is a moot question in Columbus since most of the YEDPA programs are not yet operational.

11. In Clark and Greene new structures to deal with YEDPA have not been created but new ties, patterns of participation, and awarenesses were. There seem likely to become permanent parts of the employment and training landscape almost regardless of what the future holds for YEDPA or YEDPA-like successor programs. In Columbus nothing new has happened as yet and the demise of YEDPA would probably mean the demise of anything seemingly new that had been created.

A SECOND REPORT ON THE EXPERIENCES OF COOK COUNTY, CITY OF CHICAGO AND ROCKFORD CONSORTIUM UNDER YEDPA

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This report is based on developments as of the second week in May 1978

I. Knowledge Development

As stated in the first report, the three studied prime sponsors have taken widely different approaches to the knowledge development requirements of YEDPA. These differences have persisted, despite shifts in emphasis among the goals of YEDPA at the federal level. Rockford remains committed to knowledge development as an objective rivaling others in the act. Chicago's activities, though conducted in good faith, are characterized by a desire to comply with the regulations. Cook County for the moment not dissatisfied with the existing knowledge gleaned from pre-YEDPA programs, has left the matter to those agents it has funded.

Rockford

Rockford's early attempts at planning showed it that better research skills were needed. These were brought to the planning team with the hiring of a consultant from Northern Illinois University.

Between staff and consultant, a remarkable document was prepared and distributed to sub-contractors. The manual* charges each sub-contractor to understand the knowledge development goals of YEDPA and the relations to those goals of each subcontractor's activity.

The manual defines both long-term and short-term research goals. Short-term goals include the following:

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*Rockford Consortium for Comprehensive Employment and Training, Knowledge Development Goals: Youth Employment and Demonstration Projects of 1977, Rockford, 1978.

1. the feasibility of, and processes in, establishing large scale efforts for in-school youth and returning dropouts;
2. the number and characteristics of youths enrolled in programs and of those rejected;
3. the kinds of work being performed by youth, and training and other services being provided to them;
4. the length of stay in programs and reasons for termination; and
5. the costs of various approaches. (p. IIB)

Over the long-run, research will answer the question "what works best, for whom, and under what conditions." More specifically:

1. the value of the work produced by enrollees;
2. effects of program opportunities, if any, on school completion and youth employment;
3. relative cost-effectiveness of different program approaches for similar target groups;
4. comparative outcomes for enrollees and comparable non-enrollees, i.e., the net impact of the cost for various programs; and
5. anticipated program costs for national replication. (p. IIB)

Rockford's commitment to knowledge development is widely publicized to all actors under YEDPA. Sub-contracting agreements require:

> This is a pilot year for youth activities and the following are required under this agreement:
>
> A. Timely reporting. . . .
> B. Compliance with the evaluation procedure. . . .
> C. Staff paid under the program are required to assist the sponsor . . . in participant and program evaluation procedures;

Likewise, some of the information provided youth who enroll explains that:

> The government told us to experiment with different ways in helping you to know about jobs and how to get ready for them. Because we are experimenting--we are working with many different places who all have different ways to help you. Also--because we are experimenting with the best ways to help you, we will be doing a lot of surveys and using different methods so we can keep track of you and how well you are doing.

The major hypothesis to be tested in Rockford is that unemployed and low-income, school-age youth lack a positive self-image, vocational direction, skills, and a basic knowledge of goal setting. These deficiencies, it is posited, have a direct effect upon school retention and individual performance.

A secondary hypothesis is included in the design: "A need exists, within the school and community environments, for the expansion of methods and techniques in career guidance activities for youth" (p. IIE). To accomplish a testing of these hypotheses, Rockford has established a firm research design which utilizes all of YEDPA's activities and participants, and a systematic program of testing and measuring participants.

The testing of youth has received a considerable amount of attention in Rockford. All participants are pre-tested by the LEAs or the prime sponsor's Youth Employment Service (Y.E.S.). The two pre-tests include a self-concept survey and a mock job application. Within the specially constructed self-concept survey are questions which distinguish participants by, for example, gregariousness, sophistication, knowledge of occupational information, parents' education levels. Additionally, youths are evaluated by interviewers when they apply for YETP or YCCIP slots, thereby allowing for the assessment of growth measures that are not self-reported. Youth are coded on such characteristics as dress, courtesy, eye contact, posture, and use of gum, cigarettes, or dark glasses. Biweekly supervisor-participant ratings measure improvement.

The research design for the in-school programs is further refined to determine how different programs affect different types of students, especially with regard to school retention. As the CETA youth director noted, "Every classroom structure is pre-set according to our evaluation process." Thus, though all school programs concentrate on imminent school-leavers, one even exclusively enrolls "bunnies," i.e., those who are shy and withdrawn. One LEA program is confined to counseling, while another includes English and math. The director explained:

> We made it very clear to the schools that we did not expect tremendous results. We said, "See what happens." For those that are successful, let's analyze what made them successful. We didn't say, "You've got to come out with ninety percent or fifty percent that make it." We said, "Provide the service; let's see what kinds of activities they're involved in, and see who does what." It's totally experimental.

In its concern for knowledge development, Rockford is aware that subcontractors may not share its readiness to go beyond the regulations. But Rockford is confident that the information acquired from research will be useful and well worth the added cost and inconvenience. As Rockford states in its research manual to sub-contractors:

> The program requirements for knowledge development mandate a system of evaluation unlike that utilized in previous CETA programming locally. This may be viewed as an unnecessary, cumbersome, and distasteful task that has to be performed to receive the Federal monies; the Special Programs Division Administration perceives this differently" (p. IIF).

By paying such close attention to knowledge development, the Special Programs Administration of Rockford (the youth portion of CETA locally) has become an important institution in youth services and not merely a pass-through for federal funds.

Chicago

Knowledge development activities were vaguely defined in the YETP and YCCIP plans. In fact the Office of Evaluation in the prime sponsor did not participate in the planning process for these programs.

Under YCCIP Chicago offered three possible subjects for research and evaluation--a comparison of placement records among CBOs, a comparison of YCCIP and YETP placements; and a comparison of the frequency with which YETP and YCCIP students attend post-secondary institutions. Under YETP Chicago offered to evaluate some show-case programs on the basis of their effectiveness in clarifying career goals for youth.

Chicago's evaluators have begun to deal with YEDPA programs in the past few weeks. So far, however, they have not completed designing the research steps they will take, although a draft document outlining this research has been prepared.

Part of the delay is due to the evaluators uncertainty about what questions are worthwhile asking. The evaluators are reading other research reports looking for a transferrable methodology or model to apply in Chicago. Evaluators are also concerned about the lack of clarity in the objectives of youth employment programs. Past experience and intuition tell these evaluators that many of the standard variables on which they have collected information for many years are not the truly important factors in the final analysis. There is a sense in which every project cite is unique, the evaluators claim. The director of evaluation would like to receive expert advice in designing these evaluations. Equally, he would like to be part of an information-sharing seminar involving DOL experts and other prime sponsors.

Considering the full-time personnel and resources devoted to research in Chicago, and considering the computerized MIS at its disposal, we should expect impressive things in knowledge development from this prime sponsor. In the past Chicago has used evaluation to help discern effective and noneffective programs. The uncertainties and problems of research under YEDPA are common to all prime sponsors and should not be immobilizing.

Cook County

Cook County advised eligible applicants for YETP programs that two major issues were to be studied: (1) the effect on drop-out rates of career information, work experience, and maintenance of academic status, and (2) the effect of work experience and support services on drop-out employability. LEAs and CBOs were told to outline their knowledge development plans and establish control groups.

On paper LEAs and CBOs will engage in competent but not groundbreaking research activities, focusing on process and short-run output dimensions. How conscientiously LEAs and CBOs follow through on these research plans will depend upon the efforts of the prime sponsor. Hard pressed for staff itself, the prime sponsor may not be able to do justice to this goal of the legislation. There is still time for Cook County to take a more active role in knowledge development, should it want to. With the aid of consultants from several area universities, an interesting research agenda could be fashioned. Cook County's diverse economic terrain would allow for an interesting comparison of effectiveness on different types of kids.

II. Program Content and Quality

Absent hard standards, judgements of program quality are inherently subjective. For this reason we report the perceptions of quality as seen from the perspectives of the different actors under YEDPA: prime sponsors, subgrantees, participants and employers.

Prime sponsors approach quality from an administrative perspective which in the three studied jurisdictions was reflected in the general approach to the employment portions of programs. Each sponsor could defend its approach as leading to quality employment when the model could be successfully implemented.

The Chicago design distributes participants singly in the public sector and in the private sector and in small groups among CBOs. As a result, many Chicago YEDPA jobs resemble realistic employment experiences. Some even offer the realism of occasional labor-management friction.

Cook County developed a goal-oriented project to serve groups of out-of-school youths. Groups work toward such specific ends as a youth employment agency and a youth recreation center. Participants can see the effects of their work. In-school youths are placed in public-sector jobs much like those in Chicago.

Under YETP, Rockford developed what might be called the pedagogical model. CBOs give in-depth skill training and hands-on experience. Photography and auto mechanics, among other skills, are taught much as they might be in vocational education. YCCIP participants acquire skills on the job. They commute to a single project, the renovation of the old high-school football stadium. This renovation project has attracted the participation and contributions of residents who played there twenty years ago. As a result, trainees are exposed to work experiences using, for example, an air hammer.

Program quality will of course partially depend on the quality of supervision. Where youth are dispersed among work assignments in businesses, supervisor-to-worker ratios are numerically better, but the work experience need not be better for it. We have observed that an employer may assign responsibility for supervision and training to unwilling and perhaps unqualified employees. Thus as we know from the literature on training, the structure and organization of training situations can only take us so far. Clearly, it is premature to make lasting judgments about the quality of supervision. We need to observe more situations and gather more data.

In-school participants are doubly supervised, for the LEA sends monitors to visit the work sites. On at least one occasion a monitor successfully arbitrated a dispute between a student and her employer. Some LEAs are using vocational education supervisors as YEDPA supervisors. Whether they can shift gears to appreciate YEDPA's non-vocational goals remains an important matter to pursue.

Another ingredient necessary to operate programs of high quality is a proper matching of young workers to work situations. Job matching is hard enough, but when youths are being placed, the task is severalfold more difficult. As the case descriptions of young people reported below suggest, youth frequently lack a clear vision of their long-or short-term occupational interests. All of the studied projects expressed an interest in matching kids to jobs and some have instituted measures to minimize the risk of poor placements. The Chicago Board of Education, for one, undertook its placement mission with care, despite the size of its program (approximately 900 students). The interests of students were balanced against the availability of jobs, the desirability of keeping young workers in their neighborhoods, and the likely contribution afforded by the job.

The task of insuring program quality is likely to be most burdensome in Chicago, because of the size and complexity of Chicago activities. Chicago funds seven program agents, one of which is the Department of Human Services. DHS, in turn, funds thirty-six CBOs and delegate agencies, one of which is the Chicago Federation of Settlements. CFS distributes fifty

YCCIP slots among nine centers and also apportions a share of YETP slots. The centers have major responsibility for designing their own programs and establishing their own systems of supervision. Likewise, the Chicago Board of Education proposal is translated by forty principals who accordingly appoint faculty members to operationalize YETP. In so doing, faculty directors may add their own touches to the program. One LEA program decided to make kids feel good about being in CETA and to remove the stigma of involvement. The director enrolled only students with a C average and now students clamour for admittance. This individual teacher went even further to improve her program by getting the employer to pay for a dinner for enrollees at the end of the program. This one program may have its deficiencies; or it may not. The point here is that several layers of responsibility separate Chicago from the delivery of service, making it difficult to identify desirable programs or portions of programs. Subgrantees of course have responsibility to monitor programs, but decentralization does have its potential risks.

Reactions to YEDPA by subgrantees, public employers and participants are generally very favorable in all jurisdictions. As yet no pattern is evident in what aspects are most appreciated by different groups in the jurisdictions, but these reactions are worth reporting none the less. A youth member of the Rockford Planning Council thinks YEDPA provides more preparation for unsubsidized employment than other programs. Other youths liked the greater emphasis on supervision under YEDPA. One public employer required a great deal of persuasion before eventually hiring a CETA youth. Now he says of his employee, "Alfred is a pleasant surprise." The kids, it is clear, appreciate the added planning and organization that have produced YEDPA work experiences, since pre-YEDPA jobs often lacked training and supervision. One participant in these former programs, now a YETP enrollee, had this to say about YEDPA:

> I all ways want to work at St. James [hospital] because I like to help people. Now since I got in this program I got a job at St. James and I am very proud of it. But if I could put in 8 hours a day because I like the job I do. I work in physican therophy and I hope to be able to make a career out of it because I think that its a very good experience for me. And most of the jobs it don't be nothing to do at the work sites but I don't like to go to work and do nothing because I like to work and help peoples and I get along with everyone at my job and try to keep my grade up as far as I could. I am known to do good work and to get along with everyone and stay out of trouble and I am proud to be in this program of yours. To me I think that this is the best one I have been in. (emphasis added).

Our interviews with youth produced other favorable and some unfavorable reactions to YEDPA. A description of some of the participants along with their unedited written comments follows:

> A sophomore boy, working in an animal hospital, is "uncertian" about his career goal. From the classroom training he learns: "How to act working on a job like never run out when the second your time is up, while you are still doing sometime, and more." He adds: "This is a great program; It gives us young adlts the experience of working out on the field. This program should not DIE in september."

> A perky girl entered the program because" to make a long story short, In desperate need for a job." She is working as a tutor, says the classroom and orientation sessions "don't relate to anything," and holds that "it's not what i want; I could do something better. Today my career goal is to go into Drama yesterday, auto Machanics I really don't know these career goals can drive you completely Mad!"

> Another sophomore boy, who writes that he intends "To become a Commercial," joined the program because "I could mabye get a good Job since Their was'nt no openings anywhere else." He is employed as a saw sharpener, and finds the class sessions helpful: "I can relate to my Job better Im not depressed when I make a mistake I feel and know that I can fix it. It lets me know how to relate to problems."

A fifteen-year-old girl raved about her job in a tailor shop and its congruence with the school's clothing classes and her own efforts "to try to make my clothes at home." Two other comments suggest that for her YETP is avocational rather than vocational: "The program . . . would be helpful to young teenagers who have nothing to do with their time"; and "Well from this point on I want to be special education teacher for retarded kids."

A sixteen-year-old boy working as a "janitor helper" wants to be "the Best Trumpet player in the World"; he wishes for longer hours and more money, and adds: "But this special class is great I like it." His LEA programs pays for classroom attendance.

A seventeen-year-old girl writes: "Things our class discusses in theory are not helpful to me. These things I am already aware of, but I do like the program, my instructors, and my supervisors." She is working in a hospital and wants to be a business administrator.

A nineteen-year-old girl working in a nursery school wants to be a housewife: "Why, when one of the students dont like a job why do they place them on the job. Now I dont think thats fair for that student."

A seventeen-year-old girl is employed working in a Park picking up paper and cleaning the washrooms, though she "would like to be a Model or R.N. I think that if I had YPTE program I would keep theory out because it don't make sense."

An eighteen-year-old boy wants to "be a basketball player." He works as a "custodian aid" in the "Park dist." and says: "the program is great. it help you to get what on your own. it keep you off the streets when you get out of school I like this program a lot." In conversation, he stressed the same feature: YETP keeps him out of trouble.

A seventeen-year-old girl: "As of today I would like to be a military policewoman in the marines. I'm in YETP and I'm an a teacher's aid at the nursery school. P.S. The program is very useful to me because it could help me if I want to be a nursery school."

An eighteen-year-old girl "would like to be a pediastrition," and is now "Day Care help with children." She says: "I feel this program is a big help and should go on for the children of the Future. If I had known about the program long ago believe me I would have joined it like I have done now. Keep up the good work."

> A junior girl explained that the Office Occupations program (voc ed) was closed to her because of her honor status. She is now working at a financial service, and finds all of her school work relevant. The YETP sessions are useful for "getting familiar with myself. I also have typing and English (for proper speech), and trigonometry (since finance have to do with money and number figures). I plan to become a computer programmer or a dental assistant, if not neither of those a probation officer."
>
> One sophomore boy doesn't know why he's working at "Janitorial work, Coaching, Gym instructor," because he wants to be a "Hotel Manager or mailman." His job "doesn't relate at all. to any of my classes." A peer, who is "Working as a Toutor," likes "to teach little children." His ambition? "I Want to be a telophone." His employer grouped him with six others as "really responsible, neat, and on time."

Yet one more vignette illustrates some of the difficulties evaluators will have in judging the quality of YEDPA activities. Billy, a polite, modest and well-dressed sophomore has won the woodworking competition in the Chicago schools. Today he works in an upholstery and refinishing shop part-time under Chicago's YETP-LEA program. On-the-job Billy works as a regular employee requiring little supervisory attention and contributing to the firm. Some might say that Billy is an example of a YEDPA success. Others would say that Billy is overqualified for his job and didn't need YEDPA. In this case Billy does owe his job to the school's intervention.

As more experience under the Act unfolds we will be in a better position to judge the quality of YEDPA in these jurisdictions. In studying the issue of quality, it may prove useful to use some of the following criteria:

1. The extent to which jobs are screened on several criteria, e.g., potential for skill growth or utility to the community.

2. The extent to which jobs are matched to participants on the basis of their interests.

3. Whether or not youth are actually working and receiving training, counseling and other services.

4. Whether or not adjustments are made when the above criteria are not met.

III. Youth Participation

Perhaps there has been too much expected from having youth involvement in the planning and operation of YEDPA programs.

The requirement that youths be included on the prime sponsors' planning councils appears to be grounded on shaky assumptions--that they can make a unique contribution; that they work well with adults; and that they are able to represent their peers in social action programs intended for young people. The evidence is to the contrary. The youth target under YEDPA, as a group, are relatively passive, intimidated by adults, and divided over satisfactory program elements.

The prime sponsors sought to assign youth-council seats to the most articulate CETA-experienced delegates. Chicago attracted a large number of nominees. The council chose from "submitted blurbs" describing particular nominees who had expressed interests in service. Cook County youth representatives were accepted upon the advice of CBOs. Two Rockford youths were appointed by CETA staff, and two more were appointed later.

However the formula was implemented, it does not appear to have encouraged much input from kids. With effort, Chicago and Rockford CETA staff members were able to secure youth participation by drawing kids aside from the council. As the Rockford youth director pointed out, "Surrounded by that many heavies, it's hard to talk." Though not sanguine about youth involvement, Rockford nevertheless expanded youth participation on the council.

While it would be difficult for any adolescent to lead a group of adults, young CETA clients find it especially difficult. A spokesman for a Cook County LEA emphasized that YETP kids are distinguishable from their age cohort in ways likely to reduce their council participation: "With CETA, if a guy is warm, breathing, and can get there he's enrolled. He's probably had a lot of hard knocks." Other interviewed adults concur. Even the kids' writing samples suggest that disagreeable interactions with teachers have ill-prepared youth to volunteer ideas to adults.

Neither is there much support for the argument that a greater ratio of youths to adults would release good ideas from emboldened young people. For example, some concrete suggestions for improving YEDPA given to us by youth concentrated on recreation. One sixteen-year-old boy argued that participants "need more things to do like play games some of the times." A seventeen-year-old girl proposed that "the Youth Employment should take all the children on a picnic or trip once every month. There should be more recreation like (fun and play). For example: theatres, concerts, picnics and etc." Many asked if they could go on field trips, and one CBO participant inspired cheers among the rest when he instructed us to "tell Congress to liven this up." Considering the substantive importance of remarks the current rules requiring two youth participants seem ample.

Since the youths apparently have little effect on program design, it is curious that they in fact attend council meetings regularly.* One

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* Regularity is quantitatively different among the three prime sponsorships.

Rockford youth member, for example, walks two miles with her baby to attend the frequent 7:30 A.M. meetings. We don't know what motivates such behavior--whether it is a desire to be part of a formal social setting or an expression of youth commitment to the program. It is probably a bit of both.

Although the evidence indicates that extensive youth involvement in program planning is of limited value, there are other imaginative and useful ways in which youths can make a contribution. Recognizing these other possibilities, YEDPA recommends the use of participant-supervisors and the design of projects which permit youths to serve other youths.

Only Chicago uses participant-supervisors. Whatever economy they might achieve from this practice is offset by the added costs of monitoring participant-supervisors to ensure that adequate supervision is provided. A spokesman for one of the seven program agents in Chicago said that "participants are worthless as supervisors," and that by eliminating them, he "can hire more kids." A 1977 participant-supervisor for S.P.E.D.Y. told a classmate at the university that he had earned $4.50 an hour from CETA while he worked on a second full-time job. The arrangement was possible because he was free to leave the work-site after he had checked participants in.

Other types of youth involvement are found in Chicago and Cook County. By dispersing youth to many projects, Chicago is able to find several different ways in which youth can get involved. The Chicago programs define such tasks for youth as the prevention of youth crime with emphasis on "theft and assault of residents (seniors) and vandalism of property," "peer counseling," "supportive therapy and crisis intervention for young people" and "Tutors." Of his job as a tutor one boy poignantly wrote: "I am working as a tutor at ____ Neborhood (sic) house the Job ceta title III It helps me relate to people better. because I like to teach little children." Either Chicago has access to a cadre of highly qualified youth capable of assuming professional responsibilities, or in the parlance of the proposal writer are "just blowing smoke."

Cook County projects of this nature are more thoughtful. The best is structured to let participants know when they have succeeded so that they are rewarded for helping others. At least one project, the Chicago Heights Youth Employment Service, which uses youth placement counselors and job developers, is exemplary. Further, it has already demonstrated success in job development and referral.

The CBO that developed the YES project recognized that many of the youth selected to operate the program may lack confidence and verbal and interactional skills. Thus, participants began training seminars on basic counseling, advanced counseling and job placement skills before YES opened. Additionally, they attended fourteen sessions of Youth Effectiveness Training, one goal of which was to raise their levels of confidence and assertiveness. The ten trainees have thus far placed thirty young people in unsubsidized employment.

Under the guidance of another Cook County CBO, participants are developing a youth recreation center. While they have not completed this goal, they can see intermediate results produced by their work. Despite their productivity, numbers of kids resent YEDPA's intervention in their lives and care only that they receive a check. As the director pointed out: "These kids are drop-outs with family problems and behavioral problems, but they are not the kids who are tough enough to avoid society."

Our review of youth participation in the three studied jurisdictions points to the following conclusions:

1. The design of youth programs is unlikely to be shaped by youth council members.
2. We find no support for the belief that kids are pleased to serve other kids merely because adults think they ought to.
3. The involvement or noninvolvement of youth as service deliverers should not be the exclusive reason for funding or not funding projects. Youth involvement may still be important as secondary criterion.

IV. Targeting

The enrollment of eligible youths as defined by the regulations, commonly called targeting, has always been an important topic; in the wake of recently discovered irregularities in CETA enrollments, the matter has taken on new dimensions.

Targeting may be analyzed in terms of (1) whether those enrolled in programs are in fact eligible under the criteria established by the regulations; (2) whether those eligible have had equal access to program opportunities; and (3) whether the targeting requirements contribute to or detract from youth employment and training policies as perceived by local administrators.

Table 1 converts to percentages the prime sponsors' most recent figures relevant to targeting. The data should be regarded as provisional, since they are based upon enrollment numbers issued when most YEDPA programs were but two weeks underway.

Table 1

Percentages in Target Groups, by Prime Sponsor and Program

(31 March 1978)

	Cook County		Chicago		Rockford Consortium	
	YETP	YCCIP	YETP	YCCIP	YETP[b]	YCCIP
Economically Disadvantaged	79%	[a]	100%	[a]	60%	67%
70-85% Lower Living Standard	21%				21%	13%
Minority	41%	27%	85%	82%	46%	87%
Drop-out	38%	100%	2%	84%	8.6%	100%
Female	49%	10%	53%	39%	48%	2%

[a] Income information not collected. Cook County is now doing so.

[b] Includes program for youths of varying economic backgrounds.

Several of the actors noted the limitations of procedures used to verify applicant eligibility, even those which required that an enrolling youth be accompanied by a parent, rather than that his application be signed by a parent. They note that parents as well as youths can offer false information. Information though accurate is often outdated, e.g., 1977 income tax records of someone unemployed in 1978. As an intake agent, the LEA probably offers the best control on eligibility compliance, since teachers and counselors are generally aware of a student's financial circumstances. In addition, teachers can turn to free lunch lists, though they are compiled from information equally resistant to verification.

Prime sponsor intake procedures bear on the eligibility issue. Subgrantees in Chicago and Cook County perform their own intake, while Rockford has established a single enrollment office. Since YETP enrollees are accepted on the basis of income credentials presented in support of their applications, the responsibility for meeting eligibility requirements is diffused in Chicago and Cook County.

Chicago's seven program agents are, according to the YETP plan, responsible for "outreach recruitment [and] eligibility determination and enrollment." Yet two representatives of the Chicago Board of Education have apparently not been apprised of their responsibility. When asked how income information is verified, they both said: "That's not my problem." As we have suggested, the layers which separate the Chicago CETA office from the final delivery agent evidently dilute information about who shall bear which required burden, so that accountability for meeting regulations is dispersed. On the other hand, competition among 29,000 eligible youths for 4,338 YETP slots reduces the chances that many slots will go to ineligible kids. As one check the CETA MIS staff uncover missing information, and some monitoring is provided by Illinois Job Service representatives who spot-check enrollment-center recents for accuracy, even though they have no real stake in the task.

Cook County's system is similar, though service-providing agencies work directly with CETA staff. Initial verification is left up to the intake unit and according to a member of this prime sponsor's staff, "We review eligibility forms for consistency and apparent correctness. If things don't add up, we know something is wrong." Beyond that point, they hold that "verification is not worth the staff that would be needed." Indeed a platoon of verifiers would cost more jobs than it would save, and "in the end, it's our word against theirs."

Rockford organized a central intake office, distributed posters and applications widely, mailed applications to drop-outs and delivered others to staffs dealing with young offenders. LEAs performed their own intake and forwarded completed applications to the prime sponsor unit for verification. The unit verifies applications against W-2 forms, check stubs, public aid cards and numbers; a CETA youth staff member rechecked every application for internal consistency. As staff assess their procedures: "Where some have slipped through, we've notified the kids and stopped them. But there always seem to be strange cases, and in some instances, it's not possible to verify applications."

Despite differences in intake and verification procedures, the kids we have met seem much the same. None stood out as not belonging. Another rough measure of homogeneity is the writing samples we analyzed. Not one youth wrote without error. With the exception of two girls, the errors were serious. Further, all kids said their wages go for clothes.

A few clues appeared in their writing, where one girl suggested the presence of an ineligible member in her group when she wrote: "I think the only people who should be on this program is the one who really need the job."

Access

Even if all enrollees meet the eligibility requirements, it is still possible for participants to be qualitatively different than those not in the program. Our interviews suggest three factors which have tended to shape the character of YEDPA enrollment within the boundaries defined by the eligibility regulations. These are: (1) the tendency for some program administrators to "cream-off" the best students and reject others perhaps more in need of services; (2) the unwillingness of many qualified students and institutions to participate; (3) LEA desegregation programs which frequently limit the LEAs' readiness to serve eligible students.

Selective Admissions Practices. There is in any social program a tendency to choose the best or most desirable kids within the targeted categories. The problem with such a practice is that services never reach those who might benefit the most from them. Under YEDPA, the prime sponsors had considerable leeway in screening applicants within the constraints imposed by the regulations. How they exercised this discretion determined which students had knowledge of, and access to, programs.

While CBOs and LEAs in Cook County and Chicago may have engaged in their own advertising, only Rockford as a prime sponsor advertised the availability of slots. This it did widely and in several forms.

To help select those responding to the ads and other modes of recruitment, Rockford established the principle that CETA was not to be a dumping ground for disruptive students.

Cook County and Rockford sought to target programs to the students most in need of employment and training services. In Cook County LEAs, economically eligible were identified from free lunch lists. Potential dropouts were identified on the basis of their attendance, grades and behaviors. But in Cook County, the number of slots is roughly equal to the problem, thus minimizing the need to be highly selective in admissions practices.

Chicago with its large eligible population let each school project (in some forty separate buildings) select program participants. It was conceded that either few would be called or many called and few selected. Both methods were used in fact.

Some schools publicized the program widely, and then specified selection standards. One school set a minimum grade average for entry. Another chose those who were most articulate about their career plans or who were honor students. The YETP teacher in a third school took the opposite approach. He said, "We couldn't put out the news in the general bulletin, so we made the information available selectively. We filled classes first come, first served."

Beyond doubt some Chicago schools creamed off the best students, but it is hard to fault them. First, schools were never advised against it. Second, in a choice between limiting access by withholding information or setting rigid admissions standards, the latter probably seems fairer to students and does not suggest privilege. Third, YETP was to establish a year-round CETA beachhead in the private-sector, so that the prime sponsor and the school had an incentive to satisfy participating businesses. When even the best of the eligible students did not always please employers, the result of not being selective might have far reaching consequences for CETA.

Barriers to Institutional and Individual Participation. In racially and economically mixed Cook County, some students have been reluctant to participate because YETP would stigmatize them as members of minority or culturally deprived groups. In schools in which economically disadvantaged students are not that abundant to begin with such aversion by disadvantaged students has made outreach much more difficult. Notices of YETP first appeared in small type in the school's bulletin; subsequently, larger headlines were used. Finally, YETP staff began sending personal notes to students, asking them to apply.

The problem is not always with the sensitivities of the young. Sometimes it's the parents who resist such programs. Such was the case in a different Cook County suburb which was not initially response to having youth programs established at all.

Access to YETP by a community's young people can be shaped simply by the willingness or unwillingness of schools to participate. This did not occur in Chicago of course, since the Board of Education's jurisdiction is coterminous with the city's. But in Cook County and Rockford some schools and districts did not wish to participate, leaving pockets of students with limited access to YETP programs. Although there were many reasons why a school did not work with the sponsors on YETP, but one, school desegregation, came up twice. A recently desegregated Rockford LEA backed away from its tentative agreement; it was not prepared to cope with another major educational change. A second Rockford school would not alter its schedule to satisfy the employment needs of thirty bused students. One Cook County district currently busing students finds it impossible to become involved, since eligible disadvantaged students would have to be bused to an area in which jobs could be found.

Racial Discrimination. Beyond the factors identified above, racial discrimination may also limit access to YEDPA programs. Our evidence on this score is far from conclusive, but a few incidents suggest that, like other programs to aid the disadvantaged, YEDPA must face up to the barrier of discrimination. Public employers in a predominately white community refused to hire nonwhite YETP enrollees because of residency requirements in his community. When told there was no such requirement, he suggested that the kids would not be able to pass his interview anyway. Subtle discrimination is probably practiced by employers who place impossible-to-fill job orders with YETP.

Missing the Target

There is some feeling at the local level that Congress has overlooked important groups of youth in defining eligibility. Such groups as juvenile offenders, it was felt in Rockford and by CBOs in Cook County, should be included under the law irrespective of family economic status. Similarly there was a feeling among persons in Cook County that emancipated youth--those living alone but from nondisadvantaged families--should qualify for inclusion. Rockford's prime sponsor would also like to do more for children in foster homes.

V. Substitution

The intense concern of the Federal government for maximizing the quality of youth services is not shared by prime sponsors. Local agents seem more concerned with getting on with the job of providing services and running programs to the best of their ability.

Our discussions with prime sponsor staffs and others have not led us to accept the view that intentional substitution is being practiced in any of the studied jurisdictions. And on face value the assurances we have received make some sense. Substitution among CETA titles is not like substitution under the Revenue Sharing program or between CETA and non-CETA revenues. The sponsor does not stand to gain by reducing the net contribution of the program. And perhaps more compelling, the prohibition against substitution is backed by the force of regulation.

Despite good-faith intentions, the act of ensuring compliance with the anti-substitution provisions will be easier for some sponsors than for others, but in all cases will require monitoring. Chicago with its tiered system of subcontracts, decentralized delivery of service and large size will have a more difficult time monitoring employment patterns than Rockford, for example, where the prime sponsor is more closely associated with service delivery. Also facing a severe monitoring problem is Cook County which, to its credit, notified CBO's and LEAs as early as February that strict rules governing inter-title transfers will be enforced. In future reports we shall describe on the efforts of the sponsors to guard against substitution, especially as they embark upon joint planning for Titles I and III for the first time.

Some Dimensions of Substitution

The following dimensions of the substitution issue should be looked at more closely.

First, there are several types of substitution effects that could result under YEDA. These include inter alia:

- Title III enrollment substituting for Title I enrollment and vice versa. Rockford claims that kids who do not want training are placed in Title I other than in Title III programs.

- Federally supported jobs displacing regular, nonsupported jobs.

- Unfunded school programs being displaced by those paid for by YEDPA.

- Within schools, YEDPA classes can displace academic classes in the curriculum.

- Sponsors can manipulate the allocations under YEDPA for salaries and physical equipment.

- YEDPA can displace vocational education programs in the schools and the community and vice versa. For instance, in Cook County one LEA is shifting some students enrolled in vocational education programs to YETP.

Second, we must take into consideration that some prime sponsors--like Cook County-- historically had heavy youth enrollments under Title I.

Are we to hold all prime sponsors to the same standard on substitution, should it occur?

Third, we should explore the causes of substitution. As a working hypothesis, it is believed that substitution may occur without the prime sponsors intentionally guiding kids into programs. For example, since Title III offers youth longer hours of work than Title I, youth may evidence a preference for Title III programs. Staff at Chicago Board of Education perceive the potential for such a shift.

Statistical Analysis of Substitution

Table 2 provides a profile of each sponsor's universe of need as described in their YETP and YCCIP plans. These figures help to place the substitution issue in context. The magnitude of the need, even allowing for substantial errors in measurement, underscores the importance of having YEDPA maximize local services for youth rather than displace services already being provided. The universe of need data, in addition, are obviously extremely crude, spotty and vastly outdated. To use them as a precise base-line against which to judge whether substitution has or has not occurred would be to compound the error. Nor is there any development known to us or the sponsors to suggest that the picture painted by Table 2 might have improved (or worsened) since YEDPA programs were introduced. The awarding of special grants to the Woodlawn Organization in Chicago and the governors' special programs under YEDPA have not begun as yet, nor is there evidence that the prime sponsors have taken the availability of these programs into account--one way or another.

Table 2. SPONSOR REPORTED UNIVERSE OF NEED (YEAR OF ESTIMATE)

	Rockford Consortium	Cook County	City of Chicago
Number of Youth			
14-15	10,414[a] (1977)	n.a.	120,600[f] (1975)
16-19	23,206[a] (1977)	195,608[d] (1977)	105,433[f] (1975)
20-21	9,932 (1977)	<201,327[d] (1977)	104,742 (1975)
% in School			
14-15	97%[b] (1977)	n.a.	97.4% (1975)
16-19	75%[b] (1977)	n.a.	83.5% (1975)
20-21	18%[c] (1970)	n.a.	19.3% (1975)
Unemployed			
16-19	964	15,488[d]	19,617[f] (1975)
20-21	358	<11,036[d]	10,796[f] (1975)
High School Drop-outs			
14-21	6171[b] (1977)	5918[e] (1977)	13,485 (1975)
Number of Young Veterans	n.a.	n.a.	n.a.
Number 14-21 with Arrest Records	n.a.	n.a.	n.a.

Table 2 (continued)

Number Economically Disadvantaged			
18 and under	n.a.	33,572 (1978)	n.a.
Over 18	n.a.	72,158 (1978)	n.a.
Youth total not identified by age	2.787 (1977)	n.a.	n.a.
16-19	n.a.	n.a.	28,935 (1975)
20-21	n.a.	n.a.	6,423 (1975)

[a] Annual Planning Report, Rockford SMSA, 1977.

[b] Regional Board of Education (Rockford)

[c] U.S. Census

[d] SESA estimates

[e] Cook County Superintendent of Public Instruction

[f] City of Chicago Current Population Survey, 1975.

n.a. not ascertained

A comparison of youth enrollments by Title and sponsor over time is provided in Table 3. These data like others we have encountered are not totally complete and are not always compatible across programs. Nevertheless some tentative conclusions on youth participation seem justified. A large share of Title I resources have historically gone to youth, but a slight decline in youth participation relative to total participation in Title I is evident for Chicago and Cook County. Youth may have held their ground in other programs, but Title I efforts are numerically the largest. In absolute terms these jurisdictions have increased the number of youth served. And in Chicago that's a hefty total. Thus the numbers seem to imply that YEDPA served to meet a growing need under CETA--that is, a shift of relative focus to adults. Such a shift, incidentally, probably came about as primes become more conscious of the resilient adult unemployment problem.

While the long term trend was towards less youth participation, it has been said that an opportunistic sponsor must have pumped up youth enrollments under Title I in the first quarter of 1978 so that these students could be switched over quickly into the Title III programs as they came on line. First quarter youth enrollments under Title I as a percentage of all enrollees in Chicago and Cook County (where we have time series data) seem to be roughly equal to the historical pattern. This doesn't prove or disprove the hypothesis since a rational sponsor might have slowed down the rate of youth intake knowing that YEDPA programs would be available soon.

Table 3. SECOND QUARTER ENROLLMENTS AND PERCENTAGES OF YOUTHS BY SPONSOR, TITLE AND AGE

Sponsor/ Title/Age	2nd Quarter 1976	2nd Quarter 1977	2nd Quarter 1978
Rockford			
Title I			
18 and under	368 (40.4%)	195 (18.3%)	191 (18.9%)
19-21	183 (20.0%)	236 (22.2%)	212 (21.6%)
Total	911 (100.0%)	1063 (100.0%)	1006 (100.0%)
Title II			
18 and under	11 (9.5%)	27 (5.3%)	20 (7.3%)
19-21	24 (21.0%)	77 (15.0%)	37 (13.7%)
Total	115 (100.0%)	512 (100.0%)	271 (100.0%)
Title III[a]			
17 and under	-	-	121 (92.4%)
18-21	-	-	10 (7.6%)
22 and over	-	-	0 (0%)
Total			131 (100.0%)
Title VI			
18 and under	21 (4.6%)	8 (2.8%)	50 (3.8%)
19-21	92 (20.2%)	44 (15.6%)	205 (15.5%)
Total	455 (100.0%)	282 (100.0%)	1322 (100.0%)

Table 3 (continued)

	1976	1977	1978
Cook County			
Youths as percentage of total enrollments[b]			
Title I	(51%)	(49%)	(43%)
Title II	(21%)	(25%)	(25%)
Title VI	(28%)	(24%)	(22%)
Title III			
17 and under	-	-	217 (84.4%)
18-21	-	-	40 (15.6%)
22 and over	-	-	0 (0%)
Total			257 (100%)
Chicago			
Title I			
18 and under	4147 (11.7%)	1768 (9.2%)	2526 (20.5%)
19-21	12957 (36.7%)	4687 (24.5%)	1945 (15.7%)
Total	35340 (100.0%)	19121 (100.0%)	12330 (100.0%)
Title II			
18 and under	43 (2.0%)	102 (2.6%)	15 (.7%)
19-21	308 (14.9%)	517 (13.4%)	195 (10.2%)
Total	2071 (100.0%)	3871 (100.0%)	1906 (100.0%)

continued

Table 3 (continued)

Chicago (continued)	1976	1977	1978
Title III[a]			
17 and under	-	-	1547 (42.5%)
18-21	-	-	2049 (56.2%)
22 and over	-	-	57 (1.6%)
Total	-	-	3643 (100.0%)
Title VI			
18 and under	93 (2.9%)	128 (4.5%)	381 (3.5%)
19-21	511 (16.2%)	714 (25.3%)	1879 (17.1%)
Total	3149 (100.0%)	2812 (100.0%)	11003 (100.0%)

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n.a. data not available as of date of this report.

[a] Summer programs not considered.

[b] Data are for all persons 21 and under

VI. Overhead

It is hard for us to draw any firm conclusions about the prime sponsors' success at stretching resources. Surely some cross subsidization of activities goes on in the sponsor's office as physical equipment, telephones and even personnel are used to directly or indirectly conduct YEDPA activities. But the problem is to identify the net addition to resource utilization due to YEDPA; this requires knowing what resources are being used more efficiently, but also what resources are being used less efficiently as a result of YEDPA. We have the added problem of determining whether all YEDPA funds actually go to YEDPA activities and do not confer some residual benefit to institutions, outside the scope of YEDPA. For instance, in one school new electric typewriters were purchased with YEDPA funds to be used in a youth training program. These will remain the property of the institution.

LEAs universally state that they lose money by offering YETP's special services but that the program permits them to attend to clients whose extraordinary needs are otherwise too costly to serve. We take them to mean that YETP does not cover overhead fully. Yet CETA pays for the staff and, in Rockford, pays a portion of the students' otherwise locally supported education, since academic credit is awarded to participants.

Prime sponsor representatives in Cook County and Chicago were able to list, between them, a donated ping-pong table, several CBO supervisors, and verification of eligibility by the Illinois Job Service as contributions. But if these representatives are anything like Rockford

Prime Sponsor/ LEA	Target Group[b]	Number of Students	Duration (weeks)	Budget	Classroom			Work Portion		Summer Activities
					Treatment	Hours	Credit or Wage	Hours	Credit or Wage	
Chicago										
Board of Education	Seniors excluded by YETP link to SPEDY	900	26[c]	$1,491,176	Career counseling; Orientation during 1st 2 weeks	2 20	$2.65 $2.65	10 in public sector, up to 20 in private	$2.65	Transfer to SPEDY
Cook County[d]										
1. District 216	16-19 non-college bound, drop out prone	36	31	$143,049	Counseling	2½	–	15	$2.65 Credit in special circumstances	School for those who wish; 25 hours/week, 11 weeks
2. District 206 (Project Looking Up)	Preference to individual with most of the following: drop-out prone, minority, Spanish-speaking	62	31	$147,000	Theory, remediation, bilingual tutoring	4	$2.65	5 Up to 11 when improve grades, attitude, and on job	$2.65 with increments possible after 6th week.	25 hours/week, 10 weeks; placement for seniors
3. District 202 (An Internship: Education for Life through Work Experience)	Low verbal and compositional skills; low occupational knowledge and skills	83	27	$147,000	Weekly seminars	4	–	15	$2.65	25 hours/week, 9 weeks; job bank available to seniors
4. District 218 (Work experience and Career Exploration and Development Programs)	(Same as above)	75	28	$124,888	Career exploration	1	–	8	$2.65, a few at $3.30	25 hours/week, 12 weeks. Use of vocational center
5. Districts 207 and 219 (Sunshine 75)	Unemployed drop-outs 17-21	75	–	–	Academic and counseling	10	$2.65; credit at discretion of project manager	10 10-15	Same as classroom portion	Placement of graduates
Rockford[e]										
Rockford Public Schools				$111,325						
1. East ($12,760)	14-15 year-old drop-out prone	15-20	~8		Reading and math as pertain to work	10	2 credits	10-15	Up to 3 credits; $2.65	– e
2. Guilford ($3,350)	(Same as above)	15	~8		(Control group)			10-15	$2.65	– e
3. Jefferson ($11,730)	14-15 year-old drop-out prone	15	~8		Self-contained class in English, math, and life survival[f]	10	2 credits	10-15	Up to 3 credits; $2.65	– e
4. West ($9,730)	14-15 year-old in truant alternative program	15-20	~8		Work-related class; includes planning for 10 hours/week cultural and recreational activities[f]	10	1 credit	10-15	Up to 2 credits; $2.65	– e
5. Storefront (YCCIP) ($10,625)	Drop-outs	20	~8		Self-awareness class added to alternative school	–	1 credit	10-15	–	– e

Notes:

[a] Actual programs may have changed due to delays in start up.

[b] Including economic eligibility

[c] 26 weeks presumably starting on December 12.

[d] Listing of agreements not complete.

[e] Proposal currently under review with Board of Education.

[f] To see whether effects can be enhanced through impact on all areas of life.

youth staff about possible donations, they first answered, "None." Four hours later we had compiled the following list: lumber, concrete, bricks, bolts, 300 gallons of paint (for which a $1/gallon* fee may be levied), sanders, $10,000 raised by the Jaycees, air hammers, a stadium owned by the Board of Education, typewriters and desks from the Board of Education, and many hours of donated labor. The director of the Boys' Club, the CBO directing the stadium renovation, placed the total value of donations at $100,000, not counting the stadium and property.

VII. Institutional Change

In this section we note some tendencies of institutions to resist change generally; at best some scattered schools, businesses, unions and youth-serving agencies have modified their behavior.

The Schools

The LEA Agreements. Table 4 condenses the terms of most of the LEA agreements and supports the following observations.

1. With the exception of the Rockford schools, academic credit is not awarded for attendance of YETP's classroom portion. Local school boards establish graduation requirements and curricula and are probably committed to their decisions. Certainly schools would not make changes lightly knowing "that government programs come and go," as a member of Rockford's CETA staff observed.

Prime sponsor-LEA relationships are long standing and settled in Chicago and Cook County. As such, they are hard to change. The corresponding actors in Rockford, i.e., LEA and prime sponsor staffs, had no script to follow. Additionally, Rockford schools are operating under an austerity budget,[*] a condition which placed CETA youth staff in a strong bargaining position. They negotiated acadamic credit in exchange for the provision of faculty and CETA career information booths, available in the schools several times weekly. The Rockford Teachers' Association had little to lose, for any extra resources might be applied to the reinstitution of past services, e.g., reduced athletic and music programs.

2. Chicago is the only jurisdiction in which all YETP students are paid to attend class.[**] Cook County District 206 does so, probably to compensate for the five-hour work week to which students are confined until they improve their grades. Other districts object to paying students even for uncredited class attendance. Two schools' representatives observed that the practice caused problems with other pupils. One YETP teacher said:

> Our superintendent operates by principles. He doesn't want work experience to interfere with kids' school work, and he doesn't want to pay kids to attend school. They come anyway, because they want to hang on to jobs.

3. Only Rockford gives academic credit for work experience, though Cook County's District 214 and Districts 202-219 do so in special circumstances.[***] An administrator at 214 posited a case in which a student needing one more English credit got a job at a newspaper and

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[*] "Schools Operating on Austerity Basis," Rockford Morning Star, 28 February 1978, p. A4.

[**] YETP's class portion in Chicago is held at hours which justify a reward for attendance, e.g., 7:00 A.M. See point No. 5 below.

[***] One other cooperative district program does so, according to the Cook County CETA staff.

satisfied the requirement. Chicago's Exemplary In-School Youth Programs Demonstration Project, now being planned, includes credit for work-experience. Additionally, Rockford will expand a precedent established in summer, 1977, and 240 students will have an opportunity to earn two credits each in summer, 1978.

4. Difference in the fiscal years of prime sponsors and LEAs is a considerable problem, and compounded by start-up delays. Administrative complications and student loss of services have resulted.

In order for schools to plan facilities and deploy teachers, student schedules are completed in the spring. When a federal program is expected to begin October 1, schedules must be arranged accordingly to avoid disruption of learning; when they are not, the program is generally added on to the school day, at a time when all participants are available. Were the two planning cycles more compatible, more cooperation would have been achieved.

Of the unsynchronized schedules, a Chicago LEA administrator complained:

> They foul us up miserably. We're always chasing the tail of the dog. The federal fiscal year had been July 1 and we had been January 1. We moved ours to coincide and they moved to October. Now we're operating a program ending in September with no guarantee it will continue in October, so we won't implement it till October. The kids get all tangled up.

A Cook County administrator concurred:

> We use the month of September for recruiting. Tell the kids to hang on. With this one (program) twelve or thirteen (students) dropped out before February.

Prime sponsors are aware of the problem and are increasingly edgy that they have received no official go-ahead for next fall. As a

Rockford representative put it, "If we don't get something fast, there will be no LEA contracts. Those guys (schools) close down for the summer."

YETP's unusually late arrival on the school scene, combined with the initial uncertainty over the meaning of regulations, accounts in large measure for its weary reception by LEAs. An adjusted cycle and permanent status would be more likely to increase the effectiveness of this policy.

Other LEA Issues. There appears to be no pattern which explains LEA decisions about staffing in-school programs. Chicago, some Cook County districts and one in Rockford used existing staff. One Cook County school administrator who used this arrangement under YETP, though he does not under Title I, explained his decision thus:

> It makes a hell of a difference if we use faculty on board. We can pay just for what we need and have more various people on an hourly rate basis. It gives us flexibility at our fingertips.

Other Cook County districts and Rockford schools brought in new staff specifically for YETP. Students, we find, drop in to discuss personal matters with these new teachers since they are not occupied with other classes. Perhaps student achievement is affected thereby. The question is one Rockford should add to its list of researchable issues.

Academic credit for out-of-school students in YCCIP is available in Rockford* and Cook County. CBOs in Cook County have made arrangements with nearby junior colleges for a G.E.D. program. YETP out-of-school youths may pursue the same course or return to school. Several programs like Sunshine 75 are available. Nowhere is work-experience credited under YCCIP.

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*Storefront Alternative School. See Table 2.

In most discussions of YEDPA one aspect of LEA activities has not received enough attention: teachers, and especially those in the three jurisdictions we studied, are heavily unionized. Labor agreements in these districts contain clauses on seniority, class size, class load, and job load, and job bidding rules, all of which normally constrain school administrators in the organization and operation of schools. It is hard to imagine these rules not impinging to some extent on the administrators' ability to plan and conduct programs. These rules also probably served to encourage schools to look to new employees--not covered by the labor agreement--to run the LEA programs. But should YEDPA become a permanent fixture in school funding, we are confident that it would become the subject of teacher-school board collective negotiations if it hasn't already without our knowing it.

The Business Sector

Unions--The status of union agreements and involvement is unchanged since the first report, except in Cook County. According to Cook County planners, union representatives were included on the youth planning council and plans for created jobs were submitted for comment to the Chicago Federation of Labor and Industrial Union Council. Thereafter, the Carpenters' Union contacted one CBO. It agreed that union supervisors would be hired at the prevailing wage and that apprenticeship examinations would be given participants. Another CBO, which had already hired supervisors, approached the Carpenters' Union at its own volition. The union requested that supervisors be paid prevailing wage, and the issue is unresolved.

Other sources suggest that the Cook County Carpenters' Union has a different version of the story--one not as favorable to the prime sponsor.

Because negotiations are in progress, our discussion will be held in abeyance.

Private Employment--All three prime sponsors intended to place participants in the private sector, but have enjoyed different degrees of success.

Rockford's plans may have been ironically redirected; kids appear to have found their own route to private employment. The youth director posits that the area's economic upswing has provided older kids with unsubsidized employment, and the numbers of sixteen to nineteen-year-old youths they expected as participants have not materialized. The fourteen and fifteen-year-old majority they have enrolled are kept out of private jobs by child labor laws.

Plans for a Cook County LEA project which proposed to rotate kids through jobs every three months were halted when DOL would not approve the project.

To be sure Chicago has placed students in private jobs under the YETP program.* While we have not interviewed all such placements, from those we have observed, the kids owe their jobs to the efforts of teachers who have used many different approaches to locate jobs in small business.

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*The strength of the cooperative relationship is questioned in a recent Chicago Sun-Times column by Mike Royko.

They are, of course, following the placement pattern of the vocational education work-experience program, though not apparently filling its jobs. This suggests that YEDPA has not induced an institutional change in this area, and in fact may even be substituting for other youth services.

Private Youth-Serving Agencies

CBOs are scheduled for more intensive study during the next few months. A few we have seen to date among the hundreds funded by prime sponsors under YETP or YCCIP have become sensitive to the availability of public revenues through an involvement with YEDPA. Some indications of an increase in cooperative relationships among public youth-serving agencies is also observable. While cooperation among public agencies is typically seen as a good thing, we would be ill-served if this cooperation led to a form of coalition bargaining between prime sponsors and the private agencies.

VIII. Choosing Delivery Agents

Because we have spoken with only a few CBO administrators and employees, detailed discussion of delivery agents must await more investigation.

In the meantime, we supplement our earlier discussion of CBO intake and varying responsibility for verification with the following points, offered as tentative conclusion.

1. The CBOs funded by prime sponsors have previously (and often regularly) run CETA programs, but it is not certain that they are widely equipped to handle YEDPA's special services. It has been suggested that

those whose employees are trained to deliver social services don't know how to design projects consistent with the regulations.

2. It is necessary to distinguish between CBOs' normal client groups and YCCIP or YETP clients CBOs employ. In Chicago and Rockford, CETA clients may be assigned to CBOs by a program agent or the prime sponsor. The enrollment of a particular group by a CBO, therefore, may not be evidence of that CBOs ability to reach a particular group.

3. Last, the OIC organization in Rockford and SER in Cook County are not involved with YEDPA, and constitute a conspicuous omission.

IX. Coordinating Services for Youth

Interprogram Linkages

In Chicago and Cook County, the effort to construct a matrix of coordinated youth services was weakened by the way in which planning councils and CETA staffs translated the requirement to fund only agencies of "demonstrated effectiveness." Given the time constraint within which they had to identify service deliverers, it is little wonder that they turned to those agencies with whom they had regularly and previously contracted. There was no reasonable method by which they might have investigated and evaluated the activities of the extremely large number of private youth agencies operating within their jurisdictions. Compiling lists of CBOs was, therefore, mere busywork. In Rockford it was a ten-minute task to assemble information they already possessed, principally because there were few private agencies doing anything for youth.

As we know too well from past program activity, public and private agencies not receiving funds have little or no incentive to link up with prime sponsors. A possible exception is the Job Service. The Employment Service in Rockford handles the YEDPA paperwork and in Chicago it assists with eligibility verification. The Service, of course, is not totally benevolent. Rockford's CETA office supplies employees, and the Job Service earns credits from the state for its Chicago work. Cook County kids who cannot be placed by subcontractors will be referred to ISES.

There is some evidence that agencies which are YEDPA-sponsored have agreed to provide non-financed services. According to a Chicago youth planner, the Mayor's Office of Manpower has non-financial service agreements* for summer activities with the Employment Service and eight established program agents, one of which is the Chicago City Colleges. The Colleges' participation in non-financial summer arrangements is strange, since it withdrew from YEDPA because administrative costs were not adequately reimbursed. LEA agreements rather frequently promise student access to counselors at no charge to CETA; but presumably guidance services are available anyway, so they can scarcely be counted as a non-financial contribution.

Greater coordination of services might be achieved if the actors had access to occupational and labor market inforamtion. Chicago, which claims success with a section of SPEDY 1977 devoted to occupational information, will repeat the intensive course this summer. Meantime, it is taking bids for the development of information geared for youths. The result will be offered for sub-contractors' year-round use, and hopefully will work to remove inconsistencies in program content.

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*Terms of which are unknown to us.

Youth staff in Rockford have put together and distributed a notebook of Dictionary of Occupational Information jobs, which are relevant to Rockford's labor market. Along with job descriptions the notebook contains the number of such jobs in Rockford 1978 and the number projected in 1985. Here, too, one of the side benefits will be improved program design and coordination.

Rockford's showcase activities are career booths in schools. Several times each week, CETA youth staff provide career information in the school hallways. Their records of inquiries show that 260 questions have been received on career information and 360 questions on program activities have been received as of April. One school superintendent has asked the CETA staff to help design the curriculum for career education and run a training workshop for teachers, because he was impressed with the career booth.

Summer Programs--LEA summer programs are summarized in a previous table. Like school programs, most out-of-school activities will continue through summer, and additional youths will be enrolled. Some additional points follow.

1. Chicago youths will move from YCCIP and YETP to SPEDY. The Chicago school board thinks salvage money created by late start-up may permit them to keep some students in the same jobs. Others will have to change jobs.

2. Rockford intends to place 240 students in the Area Vocational Center, where they will earn two credits for academic studies and vocational exploration.

3. Cook County youths will remain with YETP and YCCIP programs, but expand the work week and be given vocational exploration opportunities.

X. Some Bigger Issues Worthy of Consideration

With regard to the long-term impact of YEDPA, we see the following issues as being significant. They are offered here along with the normal set of caveats about forecasting.

The phasing-out of special revenues for financing youth programs is likely to cause Cook County and Chicago to revert to their pre-YEDPA level of youth services. Cuts would also be made in Rockford, but the resulting level of service would likely be somewhat greater than the pre-YEDPA level. Under YEDPA, the CETA youth office in Rockford has emerged as a leader in the community. It consequently has created a unified youth constituency where fragmented organizational efforts previously existed.

The major unknown in the future of local activities to combat youth unemployment is the level of adult unemployment prime sponsors will face. Prime sponsors after all are responsive to political pressures.

One important issue not yet given ample consideration is the role of bureaucracy in adding to or detracting from YEDPA's goals. Whether or not it is widely recognized, CETA has been bureaucratized in local governments. In some cities, the prime sponsor's organization is a growth industry, fueled by rising expenditures on employment and training policies. Bureaucracy is also found in the LEA, within sponsors and schools (and for that matter, a few CBOs). We have observed how the arrival of YEDPA has precipitated competition for administrative control as individuals manuever to be "where the action is" and to achieve career advancement. Though much of this sort of internal organizational politics probably contributes to the dynamism of public organization, there remains the possibility that the policy objectives of YEDPA risk usurpation by organizational or personal goals.

Other issues also seem to have been lost in the shuffle. For one thing we should be concerned about the possibility that special employment and training programs for youth may be raising the expectation of the kids about their future labor-market prospects. One participant told us she was willing to work at any job we (CETA) had for her upon graduation. Her response raises the spector of program-to-program transfers, from youth programs to young adult programs.

Another issue worthy of more consideration than it has received is the desirability of training and employment for youth when evaluated against the benefit a youth might derive from increased instruction in academic subjects. Obviously the issue is not a clear case of one substituting for the other, since many of the participants have already firmly rejected academics. Rather, we must work to identify the type of treatment best suited for different types of youth.

Youth Evaluation Project

Second Interim Report: May 22, 1978

Submitted to

The National Council on Employment Policy

by

MDC, Inc.
Chapel Hill, N.C.

June, 1978

SUMMARY:

In reviewing employment and training programs, it seems to be axiomatic that the more we learn, the more we realize that we knew that already. If this finding seems distressing, it is perhaps not. For the old lessons constantly re-emerge in new forms, and it is the search for durable, encompassing forms in which to frame programs that rightly occupies our attention.

It is a cliche that the quality of a program depends upon the quality of the people directly in charge of it, yet that truth may well emerge as the only incontestable finding in this examination of how programs under the Youth Employment and Demonstration Project Act are functioning. They function well when the immediate supervision is knowledgeable and caring and they languish when it is not.

There are, however, some preliminary observations worth risking in this second interim report from four North Carolina prime sponsorships. We have organized this report to conform to the ten areas of inquiry propounded by the National Council for Employment Policy and will not attempt, in so brief a document, to summarize them under those headings here. Instead, we will content ourselves with observing;

That YEDPA programs are in place and functioning in all four of the prime sponsorships reviewed in this report;

That several hundred youth are involved in a variety of programs, both in school and out, intended to increase their capacity to hold down unsubsidized employment at some point later on in life; and that these programs include both vocational tracking and work experience;

That this involvement seems clearly to constitute an "add on" to previous and continuing efforts and not a substitution for them;

That "knowledge development" is not taking place and that there are basic misunderstandings of the potential for knowledge development at the prime sponsor level;

That youths are being paid the federal minimum wage, $2.65 an hour, for all work done in YETP and YCCIP programs in all four prime sponsorships and that this pay is generally regarded as of crucial importance in making the programs succeed;

That is it possible to run excellent work experience programs without great expense -- we cite one example from the Charlotte prime sponsorship -- and that the key probably is the quality of supervision, which may or may not have something to do with the ratio of supervisor to participant (but which probably does have something to do with the utilization of the project-style or "team" approach);

That while the new youth programs reviewed here are generally being run with little or no coordination to more traditional programs, the possibility of real institutional change is present -- there are exciting glimmerings here and there;

And that for this institutional change to occur, some peace must be made between conflicting CETA and public school timetables.

I. Knowledge Development

A simple assessment of how knowledge development is faring in the four prime sponsorships under review here is that there isn't any, and there isn't likely to be any. In two cases -- Alamance County and North Carolina balance of state -- there is simply no knowledge development under YETP or YCCIP planned, period. In the others, plans not yet off the ground are generally scaled-down versions of studies that might be useful only if conceived on a national scale. To all appearances, these latter initiatives were intended more to conform with federal regulations than to provide any significant learnings.

A good example is the City of Charlotte. Here, researchers were told on their first visit that the knowledge development plan was provided by the Charlotte-Mecklenburg schools and would be part of the LEA agreement with that body. The plan called for providing transition school-to-work services for 25 students who were disadvantaged and 25 who were not. Comparisons then were to be made between these two groups of students, and between the group as a whole with other groups made up wholly of disadvantaged students. Yet when the researcher returned three months later (May), it was apparent from the responses to questions asked of the school officials in charge of the program that they had not gotten the message: They were not planning on recruiting any non-disadvantaged students for the particular program in question. Somewhat abashed, the school and CETA officials huddled in the office with the researcher present and attempted to get this initiative back on course.

In Durham-Orange the knowledge development effort was divided into two pieces. One was to be an attempt to study the premise that work experience decreases the dropout rate and increases achievement in school. Four groups totaling approximately 100 sixteen- and seventeen-year-olds were to be tested, in-school and out-of-school work experience participants and corresponding groups of youth who applied but were not accepted for these programs. The second part of the plan called for observations on reading problems through testing at the assessment stage, with basic education and tutorial improvement methods compared.

Actually, nothing of the kind has been done so far. Our researcher observed that the prime appeared "too busy running programs" to involve itself in knowledge development. In fact, there is doubt that this prime has the capability of mounting and carrying out an extensive control-group experiment such as the one contemplated for the in-school and out-of-school work experience participants.

There is some evidence both here and elsewhere that the knowledge development plans submitted by many primes amounted to little more than "window dressing" considered necessary to obtain the youth grants. It was thought in some places that the fancier the knowledge development strategy, the more likelihood of passing muster for funding. Given stringent time frames in which to work, the primes, upon funding, seemed to be turning their backs on the knowledge development pieces as the least necessary elements in their programs.

It is difficult to see that much real thought has gone into what knowledge development might mean to a local prime. MDC researchers have observed in this and in other studies that primes tend to think of knowledge development in somewhat grandiose terms, involving controlled experiment. Yet the numbers of students involved are so small that any results obtained would hardly merit national credence. At the same time, good opportunities for the development of knowledge at the local level -- through careful observation or follow-up, for instance -- are being wasted.

It is too early for final judgements, but it is possible that what local primes need most to encourage knowledge development is a little time in which to plan and some modest technical assistance and encouragement to try to learn something about their own operations that is within their means to learn.

II. Content and Quality of Work Experience

Here there are definite signs of life and hopes for improvement over traditional work experience amidst confused readings having to do with the quality of job preparation actually coming out of the work being done.

In three of the four prime sponsorships at least some identifiable work experience is being utilized in both YETP and YCCIP programs. The amount of work experience is heavier in the YCCIP programs, which tend to focus wholly on out-of-school youth in need of 40-hour-a-week employment. On the other hand, the in-school work experience tied to vocational and remedial instruction would appear to offer higher quality than in all but a few YCCIP programs, such as one being conducted in Charlotte.

The ratio of supervisors to participants in work experience programs examined in these four sites varied sharply, but we are left with two impressions: First, that there is a spirit of "new effort" in the YEDPA programs that may make a positive contribution at the supervisory level; second, that the simple numerical recitation of supervisory ratio -- one to ten or one to twenty, for example -- is not a reliable index of the quality or efficiency of supervision, and may even be misleading in this respect.

In the balance of state operation, for instance, the top youth supervisor noted that the YCCIP projects have youth working "together, rather than having one here and one there." She raised this observation in commenting favorably on projects with ratios of one supervisor to 10 participants -- a ratio higher than that posted by other programs, including a number traditionally operated under Title I. And the "project style" work programs observed in the field seemed to us to exhibit this spirit of "pulling together" reflecting wise supervision developing a community of interest among participants. A supervisory ratio of five to one, on the other hand, can be a numerical way of describing a situation in which one supervisor drops in casually on each of five isolated, separately-working participants once a week. Examples here illustrate the danger of a too-literal reading of statistical indices of the "quality" of supervision.

Academic credit for work experience appears to be a significant problem in North Carolina. Not only are state regulations on granting of this credit stringent, but the attitude of even the most enlightened local educators is far from favorable. One Durham-Orange school principal suggested that the way participants should gain academic credit is by returning to school full-time. Others have expressed less rigidity. In Charlotte, for instance, some 95 YETP participants are involved in a vocational training-work experience-academic enrichment program that does offer academic credit. These in-school participants have been identified by school counselors as likely dropouts -- "the ones we think we are going to lose." They are working in a variety of jobs with non-profit agencies 15 hours a week at $2.65 an hour (all work experience in the four primes reviewed here is being paid at the federal minimum wage level) and gaining one-half credit as part of their elective unit credit. A school supervisor told us that if they were to begin the program at the beginning of the next school year, they could obtain a full unit of credit (thirteen units are required for graduation).

But when we asked whether they saw means of providing academic credit for out-of-school youth through work experience, school officials told us that resistance is high in the school bureacracy (particularly among high school principals) even to granting credit for work experience under the strictest supervision. They saw no likelihood of academic credit being granted for any work experience that did not involve (1) formalized training, (2) related work to the participants' vocational track, and (3) academic supervision.

At the same time the two school officials closest to the program are highly enthusiastic about it. "We weren't at first," one said, "but when we saw how well it could work, how well we could tie the work into the school effort, and that we might really save these kids . . . and then the employers began calling to compliment us on how well the kids are doing." This particular official, a veteran of 25 years of vocational education experience, maintains that YETP is the best program he has ever been involved with. The major concern of this LEA (with a 22 percent non-financial agreement) is "losing" program participants who are only juniors -- the majority are in this category -- through inability to continue the program. "We've only lost three so far," one official observed, "but there is need for continuity. . ."

The Charlotte prime sponsor maintains that YEDPA participants are indeed involved in a new class of work -- "youth-oriented public service" is the way one CETA administrator described these jobs. Requirements that jobs be with non-profit agencies have tipped participation in this direction somewhat -- the list of participating agencies includes the YMCA's, day care centers, Salvation Army, Boys' and Girls' clubs, etc. The challenge, in fact, has been to find jobs in non-profit agencies suited to the vocational preferences of the participants -- "it's not easy to find auto mechanic jobs in the YMCA," one counselor noted. A great deal probably depends upon the amount of time school officials spend trying to match the students to the sorts of jobs that are available. Charlotte's program has students in horticulture, radio-TV, and computer sciences, for example. In Alamance County a female student is working as an "auto body repair aide" part-time and attending automobile body repair training at Alamance Technical Institute (one of the state's member institutions in the community college system) -- and she is using the three units of credit she is receiving for the work experience to graduate from high school. Four other YETP participants in Alamance are working 25 hours per week in a community center (15 hours a week extended day school program) doing maintenance work, but also supervising Title I work experience participants -- a track that might be labeled "work supervision experience."

What is not clear is how many of the work experience jobs developed are really "quality" jobs. The auto body shop repair worker and future horticulturist, aside, many jobs appear from their labels to resemble more traditional youth work experience positions as "aides" of one sort or another. In Alamance, the prime confesses that it has more "quality jobs" than it has quality participants for them. It appears that this question -- as well as questions relating to the quality of supervision and other vital matters -- are not answerable at the level of the prime sponsors, even including the individual most directly responsible for the programs. It is only as we were able to look at the participants, supervisors, and jobs up close that we could obtain information that seemed valid. To a considerable degree, in some part due to the subcontracting procedure, the speed with which the YEDPA programs were mounted, and prime sponsor involvement in a variety of other initiatives, the quality of information about YEDPA programs at the prime level is poor.

In its March Quarterly Summary of Youth Characteristics, the Charlotte prime noted: "The program operators have experienced some difficulty in placing Career Employment Experience participants in high quality, meaningful worksites, i.e., worksites that will fill the program's objective of providing skill development for future employment." The report went on to say that special efforts were being made to improve the quality of jobs developed. For all this, we could find no evidence indicating that the prime sponsor knew the quality of the jobs already developed. At our suggestion a form was devised to indicate the number of professional, technical, clerical, maintenance, etc., jobs developed. The form was sent out to the subcontractors, but at this writing had not been returned.

Another question difficult to answer at this point is whether the youth are involved in work experience that can lead directly to jobs, particularly private sector jobs. The YCCIP work experience would appear to offer the best look at this question, as it has been applied generally to dropouts on a full-time basis. But here again, there is a mixed bag. Some YCCIP programs seem to offer only minimal opportunity for the future.

The single Alamance County project, for instance, involves 18 youths in the inspection of the homes of senior citizens for security and hazards. Since the participants do no actual work on the homes, the project "product" depends upon the willingness of the senior citizens to act on whatever advice they receive about locks or dangerous wiring, etc., and the applicability of this work to permanent employment for the YCCIP participants is, at best, questionable.

On the other hand, one YCCIP program we saw in Charlotte seems to be something of a model to this point. Run under subcontract by the Family Housing Service, a CBO, it involves nine youth -- eight black males and one white female -- in a variety of renovation projects dealing with homes of the elderly and poor.

When we visited this project one sunny morning, we found the youths working on the roof of an old church's recreation building, a structure that obviously had been abandoned to crows and winos some years ago. From the inside, where a variety of workbenches had been set up in a clutter, it was obvious that only one-half of the building would be habitable even by derelicts in bad weather -- the roof on the other side was a tatter through which sunlight fell to the floor.

The supervisor in charge of work turned out to be a construction engineer with experience as superintendent in a major construction company in Charlotte. He explained that the project had two purposes: "First the kids are learning roofing, guttering, a lot of allied things; second, they are fixing up this place to use for a clubhouse and recreation area while we work on other projects." The crew is working on several other home renovation projects, including one in which they will actually buy a house and participate in its non-profit re-sale.

Despite the fact that no academic credit is offered in this project, a generous overlay of academic work is involved. The supervisor has taught blueprint reading, some basic electrical theory, roofing, guttering, screening, cutting down and fitting glass for windows, and some carpentry. On Wednesday afternoons the participants have world-of-work orientation. On rainy days, the good side of the church recreation building is used for a classroom. "After today," the supervisor said with a glance up at the roof, "both sides will be dry."

The supervisor was enthusiastic about the potential these youths have for employment. "I've got places I could put some of them right now." He maintains that discipline problems have been minimal, that only one of the crew has a tendency to slack off. It was obvious after a couple of hours on the site the one youth required some encouragement to continue to work. Two Title VI adults, both skilled in one phase or another of home renovation, were involved in work with the youths, but the youths themselves seemed to be on the case of the idler, whenever he seemed inclined to loaf. Once the supervisor spoke to him and he got back on the job promptly.

We talked with several of these youths during the day. One, a 19-year-old male who had held jobs since he was 14, described his motivation this way: "Four dollars an hour for a roofer's helper. Maybe six up to eight for some other jobs, carpenter, you know . . . man, that's not bad money." But for the YCCIP program, he said he might well be in the Army now. "I may still go in the Army when this is over . . ." but, clearly, he sees options now.

The 18-year-old female maintains that she suffers from a hatred of four walls. She had a part-time secretarial job, which she despised, when the youth program came down and she saw it as an opportunity to work and at the same time finish up her high school degree requirements at the local community college. She thinks of her future now in terms of college . . . "but I might take carpentry, electrical work, something like that as well as art now. I never would have said carpentry or electrical work before this job." She says the crew usually shows up at the site even before the supervisor gets there. "This is the first job I've ever had where I showed up on time," she observed.

In a matter of a few hours the crew had nailed down the shingles on the airy side of the roof. From below, inside the buildings, the holes had disappeared.

The supervisor feels that he could handle perhaps as many as 20 or 25 youths in a crew situation without losing efficiency. The prime sponsor considers the on-site supervision the strong point of the entire program. "I don't care what you say about ratios of supervisors," one veteran E&T administrator told us, "I know there have sometimes been 350 kids for five counselors in Title I programs. As far as I am concerned most of the traditional youth programs can be described as strictly 'income maintenance.'"

III. Youth Participation

With one possible exception, the participation of youth in the planning of youth programs, as members of the required advisory council or in any other capacity, so far, is pro forma. Youth participation in administration of or evaluation of YEDPA programs is nonexistent.

Each of the four prime sponsors reviewed complied with regulations by placing youth on a council advisory to the youth programs. In Charlotte, there are three youth members of the CETA Manpower Planning Council which numbers a total of 20 members. The youth are on the planning subcommittee and have been attending meetings. While they have spoken up in at least one meeting, there is no sign as yet that they will have significant impact on planning or implementation of programs.

In Durham-Orange, there are three youth members on the council but attendance is reportedly poor, a fact that may be attributable in some part to an inability of the youth members to relate to adults on the council -- most of them professionals who apparently do not have the time or desire to make the new young council members feel welcome and needed.

The balance of state North Carolina Employment and Training Council has two youth members whose participation is described by the chief CETA administrative officer for the youth programs as "very, very weak." She describes the youths as attending some meetings, but not involving themselves in the discussions. The problem is further complicated in a balance-of-state council, where the choice often is between selecting youth from the capital city because it is where the council meets, and thereby not representing other areas of the state, or selecting youth from other areas and finding some means of transporting them to the meetings.

In Alamance County, eight youths ranging in age from 16 to 20 are involved in reviewing youth program planning and, to a lesser extent, program implementation. According to the youth services director, they take their jobs seriously, a situation that has not always been the case. Youth originally selected to sit on the council, hand-picked by the prime sponsor and school officials, lost interest in council activities, dropped out of school, or otherwise became inactive. In replacing them, the prime sponsor asked for volunteers from the YEDPA participants. Response was good and from the group of volunteers, the prime selected those who seemed most interested and willing to participate.

At present, the youth members are involved in several aspects of the work done by the council, including participant counseling and problem-solving, but not in program implementation, administration or evaluation. The director commented that the activity of these youth is sufficiently vigorous that he had expected one youth member to veto the prime's summer plan when it was presented to the council. When asked what would have ensued had this happened, the director made it plain that if efforts to forestall the veto had failed, it would have been over-ruled.

Issues of minority or participant involvement in planning and implementation of E&T programs have been explored for a number of years now. If one thing has been learned, it is that involvement occurs only to the extent that participation is seen by the participant as desired by whoever is perceived as running the program and as potentially productive. That is to say, participation must be seen as substantive rather than as a formality. It would appear that in the prime sponsors reviewed here, at least, the matter of youth participation has been treated as something necessary in the regulations and has been carried out without much thought to achievement, or at least without much consideration that such participation really might result in substantive changes in programs.

IV. Targeting

One of the long-term gains stemming from running employment and training programs may be that after some years it no longer becomes necessary to mandate the participation of disadvantaged individuals. While the YEDPA regulations do not make being disadvantaged a requirement, the youth program director for North Carolina BOS noted that "a long standing viewpoint has been carried over from Title I -- the people certifying applicants are actually afraid to enroll persons who are not disadvantaged." (She made haste to add that this did not mean that nondisadvantaged were being rejected, but only that disadvantaged had a definite priority.)

Whether for this reason or through more deliberate goal-setting, the percentage of disadvantaged youth enrolled in YEDPA programs in the four primes reviewed here is high -- approximately 81 percent. The Charlotte prime sponsor fell somewhat short of its goal for enrolling disadvantaged youth -- 79 percent of plan -- in its second quarterly summary, but this could be attributed to a general lag in cranking up the two youth programs, which had only filled 75 percent of planned positions by then.

It is not clear that other specific participant targets have been selected by any of these primes. The Durham-Orange prime sponsor indicated in its youth plan that primary consideration would be given to students who are economically disadvantaged and/or who have other problems such as mental or physical handicaps, court records, or repeated failures in school. The second quarterly report indicated that only 18 of the 117 enrollees were offenders, however. A total of 56, on the other hand, were dropouts.

The decision whether to concentrate on dropouts (or out-of-school youth) or on in-school youth is one that seems to have been met differently in the various primes. There is a tendency to go with older, out-of-school youth in the YCCIP programs, naturally enough, as these are often full-time jobs. But the numbers of YCCIP participants are small and the degree of stress on dropouts in the YETP programs seems to depend, largely, on how much LEA involvement has been obtained. Where that is heaviest, the concentration is heaviest on in-school youth, although in Alamance the YETP program deals principally with dropouts.

Racial mix is also a function of the individuality of the programs, more particularly with the racial composition of the area. Durham-Orange, for instance, with a heavy black population, produces a program in which 109 of the 117 participants are black. In Alamance County, on the other hand, the racial mix between white and black is about even.

While CBO involvement in the youth programs is moderate to heavy throughout the prime sponsorships reviewed, it does not seem to have made much difference so far as targeting is concerned. While the Alamance prime commented that CBOs were chosen for their specific ability to reach the disadvantaged, the prime sponsor itself handled all recruitment, assessment, and orientation.

One piece of unintentional targeting may be worth mentioning. In Charlotte, the YETP program had enrolled at the end of March a total of 134 females and only 75 males. The quarterly summary noted that the prime was re-doubling efforts to get male participants but when we discussed the problem with officials of the prime they were mystified at its cause. Did it relate to an inability to develop jobs of sufficient quality to attract male youth? Was it a function of having concentrated the YETP program on in-school youth, where females may be hanging in there while males drop out? Or was it -- as one Employment Service official guessed --

a matter of the boys being willing and able to get fast food store jobs at night while girls are not? No one seemed sure.

Generally, income eligibility is being determined by requiring the youths to bring in their parents' W-2 forms from the previous year, check stubs, and identification such as drivers' licenses. Status as recipients of Aid to Families with Dependent Children is sometimes checked by telephoning social service offices.

V. Substitution

While the issue of substitution is a difficult one to determine accurately, preliminary indications are that it may be overrated as an issue. All of the prime sponsors reviewed in this study were able to satisfy the simplest test of substitution we were able to devise -- a comparison of the number and percentage of youth involved in Title I programs as of the second quarter of Fiscal 1977 with those same figures for the second quarter of Fiscal 1978.

The results were typified by Charlotte. In the second quarter of Fiscal 1977, a total of 740 individuals were being served by Title I, of whom 510 -- or 69 percent -- were youth. Figures for the comparable period a year later, after passage of YEDPA and cranking up of YEDPA programs, were: Total Title I served 719, of whom 582, or 81 percent, are youth. Here, while the total individuals served under Title I declined, the total youth served under this title actually increased in real numbers as well as in percentage.

Balance-of-State North Carolina makes its case against substitution from another perspective. Officials there argue that the entire BOS YETP program consists of special academic programs involving youth who had not been previously served, and that the YCCIP programs, involving only 170 slots for the BOS, are involved in producing tangible results and are performing, essentially, new services. They maintain that all this leaves little room for substitution.

But there are subtleties of program emphasis and reporting that make it difficult to state, categorically, that substitution is not occurring. In Alamance, for instance, while the number of youth served in the combined Titles I, II, and VI did not decline between the second quarter of Fiscal 1977 and 1978, the percentage of youth served did decline. In other words, more adults were served proportionately between the two years. Does this suggest that if YEDPA were not around, fewer adults and more youths would have been served in Title I? It is anybody's guess.

There are straws in the wind similarly puzzling in virtually all of the programs we have visited in this study and in others. In Charlotte, for instance, the Employment Service individual in charge of recruiting for the upcoming Title I summer program commented to us that she had already begun to feel the effects of the new youth programs. "Some of my employers have already taken on YEDPA kids," she said, "and where they had taken 10 Title I summer kids last year, they may take, say, only six this year." Obviously, if this spurs her job developers into creating new slots for the Title I youth -- some 2,500 applicants are expected for 1,000 slots -- there will be no substitution. If not, then final Fiscal 1978 figures will show a decline in service to Title I youth in summer programs, and some substitution will have occurred.

Our hunch is that where this does happen, the figures will not be large and the impact will not be dramatic. While it is probably inevitable that there will be some substitution, it is not likely to be visible or appreciable and will always be difficult to prove. The YEDPA "numbers" are small in any event. The new impetus toward project style work experience and closely related classroom and worksite learnings will establish a new "style" of pre-employment experience for youth if it does anything of significance at all. In a demonstration program, this is the process most worth examining, whether or not it produces a certain amount of service overlap as a byproduct.

VI. Overhead

In all prime sponsorships reviewed the Employment Service is working in one capacity or another in the youth programs. Here and there, CBO's are supplying a variety of materials and services free of charge, schools have donated office space, telephones and various kinds of office equipment. Equipment and materials used at worksites are provided by the "employers" as they would be for any employee, subsidized or not, and in all cases where transportation is supplied, it is being supplied free of charge.

The main addition in terms of overhead to the prime sponsorships by the youth programs is in the form of administrative costs.

VII. Institutional Change

The words "institutional change" are impressive. They denote the sort of major advance in functional coordination that do not occur readily. It is impossible to see any real institutional change occurring the early months of YEDPA, but there are some good, healthy signs of potential. There is also at least one major problem that must be overcome if this potential is to have any chance of being fulfilled.

Based on this study and others, the most significant feature for long-range institutional change in YEDPA is its mandatory 22 percent cooperative agreement with local educational agencies. In a number of prime sponsorships, a considerably larger share of YEDPA money has been put into non-financial agreements with the educational establishment.

In North Carolina BOS for instance, the agreement is closer to 60 percent of the total funding. Because of the nature of the BOS, with 120 local education agencies, an agreement was signed with the State Board of Education for the administration of specialized educational service centers in 59 school systems and the placement of youth opportunity specialists in the remaining 61 school systems. The contract places responsibility for developing the agreements with local education agencies with the State Board -- with a provision that YETP funds cannot be used to supplant state or local funds used for the same purposes. LEA's are bound to "agree to cooperate with ongoing North Carolina BOS prime sponsor monitoring efforts and to coordinate program activities and services with other programs under CETA."

While the language here is sufficiently vague to raise questions about its ultimate impact on the way things are done, there are signs that for the first time the atmosphere is right for a convergence of effort on the part of the state's educational and employment/training institutions. The first meeting ever of the full State Board of Education and the North Carolina Employment and Training Council was held last month.

Governor James Hunt addressed the two bodies assembled and urged them to help coordinate a state-wide effort to forge an unbroken link for youths between school and work. One of the subjects set aside for further consideration by a subcommittee was the issue of academic credit for work experience.

There are similarly encouraging signs at the local level. In Charlotte the enthusiasm of the school officials working most directly with the prime sponsor is infectuous. Everyone agrees that without the CETA "pay" for the youth, there would be no such program. With this feature, the Charlotte schools are actually expanding their cooperative education/distributive education programs to accommodate the YEDPA initiative. This is particularly interesting in view of recent poor relations between the Charlotte schools and CETA office stemming from a scandal of last year involving the misuse by a few indivduals of CETA summer funds. "Watching the attorneys for the schools and for us working out the LEA agreement was like watching two teams of international spies working for opposite sides trying to protect their countries' interests," one CETA official commented.

Yet YEDPA in Charlotte now includes a strongly oriented YETP program through the school system and a secondary effort to involve up to 50 of the youth in post-secondary work in the city's local community college.

In Durham-Orange, the prime sponsor is working with the school districts, local employers, and other private sector members to create a resource directory of "experts" which would be used for career planning purposes. In addition, work is underway in conjunction with school officials to develop workshops, seminars, and field trips for selected groups of students. The Durham-Orange office has hired a full-time occupational specialist whose areas of responsibility include establishing links with the private sector and improving the quality of occupational information available to students.

For all of these flutterings of progress, a single problem threatens to dash hopes for real institutional change in the future. Simply described, the annual timetables for the schools and for CETA sadly and damagingly conflict.

Asked whether CETA and LEA planning cycles are compatible, the chief youth official for the North Carolina balance of state replied: "Certainly not." She detailed a list of problems caused by the inability of CETA and school planners to coordinate educational work with training programs. For example, she said, remedial classes in mathematics and English cannot be coordinated closely with the routines of YEDPA participants when the two types of programs start at different times in the calendar year.

CETA and school officials in Charlotte put the problem in even more emphatic terms. "It could be the difference in the long run between YEDPA's success and failure," a CETA official noted.

For instance, the YEDPA programs got under way in March, essentially in mid-stream so far as the academic year was concerned. "That's o.k," a CETA counselor said, "because we could make up for that problem; but if we are going to be held to trying to bring CETA and the education system together when they continue to operate on different schedules, we are not going to succeed."

The big worry at the moment on the part of CETA and school officials is over the potential loss of YETP participants who are juniors in high school. These students are funded only through June at the present time.

If they cannot be funded through the summer, one sort of problem is raised. But, if there is no funding for the school system to re-instate the programs in August, in time for the beginning of the 1978-79 school year, then school officials predict a number of the YETP participants will be irrevocably lost. "They will be dropouts. Whatever happens in the way of funding after that could be too late for them," one school official said.

VIII. Choosing Delivery Agents

There seems little to choose between the four prime sponsorships reviewed on most of the questions pertinent to choice of delivery agents. The CBOs are heavily involved in YEDPA in every case. The attitude toward them by the prime sponsor varies from tolerance and grudging respect to silent but nonetheless expressive dislike. We could find no hard evidence that more disadvantaged individuals are being served as a result of CBO involvement.

There seems to be a degree of skepticism on the part of the prime sponsors that CBO's can operate as cheaply or effectively as they (prime sponsor) can. One CETA official in North Carolina BOS commented that the smaller the organization, usually the higher the costs -- a clear reference to an assumed "higher cost" for CBO operations.

It does seem likely that CBO involvement has broadened the base of community support for the youth programs. Given the less-than-warm feelings most of the primes under review here exhibited toward CBOs, it seems reasonable to suppose that they would not have been chosen to run the programs but for the legislative mandate in that direction.

In Charlotte, four CBOs are involved in the youth program. They are solid, experienced organizations with considerable history of service in the community. The prime here showed no antipathy to CBOs, and indeed had to call upon two of them to run the YCCIP programs when an invitation to submit proposals brought no takers. "We're delighted so far with what they are doing," one Charlotte official told us.

There appears to be little coordination, however, between what the CBOs are doing with youth programs and whatever else is going on with youth programs in the community. In Charlotte it was clear that to find out what was happening in the programs, you had to go out to the sites.

IX. Coordinating Services for Youth

There is little evidence of coordination of services for youth, if by this it is meant that a variety of youth services provided under a single sponsorship are to be meshed in some way. To a considerable extent, the youth programs are being operated separately -- Title I separately, for instance, from Title III. Prime sponsors reviewed for this report considered that they had enough to do in the time frame allotted without making extraordinary efforts to tie programs already in existence to the YEDPA programs.

At the same time, the existence of the new programs as Summer approached raised some coordination problems that could not be avoided. In three of the prime sponsorships reviewed there was confidence that the YEDPA youth who wanted summer positions with SPEDY would be able to get them. The fourth prime sponsorship -- Charlotte -- seemed less certain of this, possibly as a result of a planned expansion of the SPEDY program to meet a greater demand than had been experienced in the past.

YCCIP projects seem even more independent and less subject to coordination with any other ongoing programs. Coordination here generally amounts to working with the Employment Service for job referrals.

One prime sponsor said that the service inventories prepared at the beginning of the program served to provide information that otherwise would not have been available. Others said that the inventories were merely a chore required by DOL and had no real use.

X. Keeping Future Options Open

We tried to answer the questions in this section by asking a broad, overall question first: What would happen if YEDPA were to end tomorrow? The answer to this question is that, apart from the fact that services would end for the youth enrolled, very little would change. Probably the only significant change would be that new positions would have to be found for nine new CETA employees brought on board by North Carolina BOS to supervise YEDPA.

NCEP YOUTH EVALUATION PROJECT

SECOND INTERIM REPORT

REGION X

Bonnie Snedeker
Osoro and Associates
May 24, 1978

INTRODUCTION

The report which follows is a descriptive assessment of the implementation, operation and implications of new youth programs being conducted under YEDPA by four prime sponsors in Region X. The prime sponsors participating in this study are: Kitsap County, Washington, The City of Portland, Lane County, Oregon, and Oregon Balance of State. The research focuses on prime sponsor YETP and YCCIP program activities. This report is the second in a series of interim research reports prepared for the National Council on Employment Policy's Youth Evaluation Project. This research project, which is being funded by the Labor Department, will culminate in a final series of comprehensive case study reports based on research findings in identified prime sponsor areas in each region.

The first interim report, which was completed in January, 1978, covered program planning and the early implementation of youth programs. This report penetrates further into the implementation period and discusses prime sponsor activities in relationship to the ten principles outlined for YEDPA activities in the Youth Planning Charter. The report is based on information collected in on-site visits; interviews with program planners, operators, and participants; analysis of prime sponsor planning documents and program materials; and data made available by Region X ETA. Except for quotations as noted, the opinions expressed within this report are those of the author.

The author was able to spend only a limited number of days on-site in each prime sponsor area. The scope of observation and level of perception that was provided by this exposure was dependent, at least in part, on the relative size and complexity of individual prime sponsor systems. For example, in Kitsap County, it was possible to examine each major program component and interview staff in all phases of program activity, as the program is small and relatively simple. It was not possible to cover the larger and more complex systems nearly so thoroughly. Oregon Balance of State was the most geographically diverse and organizationally complex sponsorship and it was necessary in this case to limit on-site research to two local districts.

A total of 50 people were interviewed during the course of phase two research. Of these, about one fourth were youth, including participants and council representatives. Another fourth of those interviewed were youth program planners and/or administrators on prime sponsor CETA staffs. Interviews were held with nine people associated with local education agencies, including school district administrators, CETA coordinators, counselors, and teachers. The remainder of those interviewed were associated with some phase of CETA operations, including intake workers, counselors, job developers, employing supervisors, program monitors and YCCIP operators. All of those who participated in the interviews were helpful and candid in providing information and insight on program activities. I especially appreciate the help provided by the following people, who coordinated on-site schedules and served as principal contacts during this phase of the research:

Kitsap County: Jim Frazier
Portland: Melinda McDonald
Oregon: Jim Dyer
Lane County: Nancy Anderson

I. KNOWLEDGE DEVELOPMENT

Knowledge development activities are underway in each of the four prime sponsor areas. In spite of initial confusion and some delays, prime sponsors are moving forward with knowledge development efforts. The sheer diversification in the activities being conducted under this rubric can be taken as a sign that some flexibility was afforded by federal guidelines. However, there is also evidence that the confusion surrounding the knowledge development mandate acted as a restriction to local initiative as sponsors sought increased clarification from the region. In each case, knowledge development activities are expected to result in products, processes, or outcomes which will have a favorable impact on local program systems. In all but one prime sponsorship, knowledge development activities are related to some type of programmatic experiment. Each prime sponsor plans to prepare a narrative report summarizing experiences and outcomes. The knowledge development strategies of the prime sponsors vary in the extent to which:

(a) They attempt to address "impact" vs. "process" questions,

(b) They have been structured to provide specific evaluative output,

(c) They carry a potential significance for a broad range of youth program concerns vs. a narrower focus on specific aspects of the program.

In Kitsap County, knowledge development goals are focused on an experiment with individual learning plans in the new in-school component. Learning plans developed for each participant involve basic job analysis and result in the specification of skill objectives to be pursued while on the job. The plans are proving to be useful in a number of ways:

(1) They promote understanding between the employer and the participant by defining a specific set of experiences and skill objectives at the outset of the employment experience.

(2) They help to upgrade the quality of work experience and supervision by maintaining a focus on diversified training related goals.

(3) They provide a tool for monitoring the progress of individual participants while in the program.

(4) They provide the employer with a job description.

(5) They provide full documentation of competencies gained on the job, which can be used to secure academic credit from local school districts.

(6) They provide the participant with a record of skills and experiences gained, which can be used for preparing a resume or planning future education or employment goals.

In addition to its positive effects on the in-school program, the impact of this experiment is already being felt on the rest of the Kitsap CETA system. A modified learning plan approach is being implemented for work experience participants in out-of-school YETP and the Title I JAWS program. The tool will also be adpated for use this summer in SPEDY.

Knowledge development activities in Portland are focused on broad accountability and evaluation goals. The prime sponsor is designing an evaluation format based on accountability standards that have been identified for key program components. This effort began with an initial focus on YEDPA funded components or activities and will eventually encompass the entire range of CETA youth services. CETA staff and council members are identifying specific goals to be incorporated into contracts. Reporting and evaluation systems are being revamped to promote tighter managerial control and to provide better evaluation information for feedback into the planning process. This direction was assigned priority prior to YEDPA enactment, but the knowledge development provisions gave the prime sponsor the funds and mandate to work on accountability goals on a comprehensive basis.

In Lane County, knowledge development activity is focused on a pilot program that pairs mentally retarded youth with non-retarded YETP participants in a work experience situation. The project is being conducted by the University of Oregon under contract to the prime sponsor. Some difficulty has been experienced in getting the pilot off the ground. Originally the prime sponsor planned to draw on YETP flexibility to enroll a number of non-income eligible youth. But in consultation with the regional office, it was determined that the project design did not meet appropriate experimental criteria for use of this option. As it has been nearly impossible to identify a sufficient number of clients among the trainable mentally retarded (TMR) population who are income eligible for YETP, the prime sponsor plans to use other funds to cover the enrollment of unemployed persons in the TMR population. The progress and outcomes for both mentally retarded and non-retarded youth participating in pilot project will be tracked and documented. Beyond tracking the benefit to individual clients participating in the innovative program, the University of Oregon will be responsible for developing two packages. The first will be a job analysis training manual which details procedures for breaking down tasks involved in work experience and OJT jobs for youth, structuring arrangements for academic credit, and developing objective measures of success and learning. This package will be useful for application in other phases of youth activity conducted under Title I and Title III. The second package will pertain to the use of task analysis in special programs for the mentally retarded.

Oregon BOS is conducting a program experiment involving non-income eligible youth. Sub-grantees in two districts (6 and 12) are enrolling both income eligible and non-income-eligible youth in in-school and out-of-school programs. The status of participants in these two groups at termination and after three months will be analyzed and compared. Outcomes for matching groups in Districts 4, 13 and 14 will be compared to those of the experiment groups. The variables to be examined include the incidence of academic credit granted, employment rates, and wage levels. The immediate question to be addressed by this experiment is whether there are differential benefits from program services for non-income-eligible vs. eligible participants. The BOS staff, however, admits that such findings may prove to be of limited practical utility. But the experiment is also seen as a broader test of the feasibility of addressing this type of evaluation question from a state perspective in a highly decentralized BOS system. Participants involved in the experiment are being enrolled and their progress in the program tracked through normal MIS channels. The basic evaluation approach has been worked out, but specific follow-up methodologies have not yet been determined. It is unclear how far the Manpower Planning Division can go toward formalizing evaluation methodology and responsibilities in sub-grantee areas under the existing BOS system. MPD staff are trying to be flexible in providing the districts with options on how follow-up is conducted, but the effect that such diversity will have on the integrity of the experiment is uncertain.

II. CONTENT AND QUALITY OF WORK EXPERIENCE

On-site observation and the interviews conducted during phase II suggest that prime sponsors are not only aware that YEDPA emphasizes improvements in job quality, but they are also highly supportive of the focus on quality job creation. The extent to which work experience is linked to training and educational activities, is supplemented by adequate job information and counseling, and ties in with viable career opportunities for youth seems to vary considerably among prime sponsorships as well as within each prime sponsor system, according to program model, target population, operator and work site. But it is clear that the trend is away from the "make-work/income maintenance" approach associated with general work experience toward an enriched career employment orientation. There is little evidence that prime sponsors are working with public or private sector employers in restructuring organizations to allow for new job classifications at the entry level or to develop formal career ladders for youth. This kind of job restructuring is considered to be beyond the practical reach of most prime sponsors at the present time. However, the tendency to develop job opportunities on an individualized basis, in response to participant training needs, interests and career goals, rather than blocks of job "slots," is resulting in an increasing diversification of occupational opportunities and improvements in the quality of training, supervision and job exposure associated with work experience.

A noticeable trend in the program sites studied is a shift away from work experience as the major tool in youth programming. (See Table 2 in the appendix) While prime sponsors are working with local education agencies to create or redesign components providing enriched part time job experience and career development service for in-school youth, they are also de-emphasizing traditional work experience in out-of-school components. Emphasis is being placed on the total packaging of services for out-of-school youth, including GED or high school completion, counseling, career research, and job seeking skills as well as on-the-job experience in the public or private sector. For example, in Lane County, less than 20 percent of YETP participants are currently enrolled in work experience. Work experience is limited to short term placements which fit into a broader package of training, education or other services aimed at helping participants to meet individually defined self-sufficiency goals.

In Portland also, work experience is considered to be only a part of a total service package, and while out-of-school youth may be placed in general work experience on a temporary, or short-term basis to meet immediate income needs, the focus is definitely on career development involving individually contracted training, education and work opportunities. The initial objective for the high school dropout is almost always some sort of high school certification. Enrollment in GED oriented classes or an equivalent program may be a prerequisite or adjunct to participation in other services. "We're spinning our wheels if we place these kids in work experience situations that lead no where" said one Area Manager in Portland. "It's clear that to best serve youth we must channel resources into training and longer term employability development. We emphasize individual responsibility in our out-of-school program, and we focus heavily on job survival skills. The kids understand that they may have to make some sacrifices to complete high school certification -- we don't pay for studying time. But we try to be flexible, and many are able to go through the high school equivalency program or get the GED in a short time once they make a serious committment."

Training potential and appropriateness of occupational focus are key considerations in the development of individual work experience or OJT opportunities. However, youth counselors and job developers agreed that good supervision on the part of employing agencies was probably the most critical factor in promoting effective work experience. Good supervision usually means employer based staff with the time, capability and committment to work closely with youth employees in both a managing and training role. CETA staff in each prime sponsor area acknowledged that the actual quality of supervision varied considerably among worksites and was often difficult to predict at the time of placement. It was also noted that different types of participants and differing program models carry different sets of supervisory needs.

Most YETP positions are handled on an individual basis and the supervisory responsibilities of the employer are defined during the negotiation of the OJT contract or the work experience placement. This arrangement allows some flexibility for matching supervisory roles with participant needs. In Kitsap County, the use of competency based learning plans has tended to improve the quality of the supervision and to keep job duties focused on training objectives. Job site supervisors in Kitsap complete bi-weekly assessments of participants' progress in achieving defined competencies and skills. All the CETA staff interviewed are involved in job site monitoring and maintain close contact with supervisors at employing agencies. Monitoring schedules vary among prime sponsors, with visits generally being made at two to six week intervals In most cases, staff indicated that they were available for more intensive assistance at work sites where supervisory problems appeared to be prevalent.

YCCIP projects, which typically deal with work crews rather than individual placements, pose a different set of supervisory problems. Most projects are designed to employ 10 or more youth, and size alone necessitates the hiring of additional staff specifically detailed to project supervision within the operating agency. YCCIP projects tend to be focused on tangible goals particularly in relationship to construction, maintenance and installation activities. Consequently, there is a need for supervisory staff with specific technical skills who also have the ability to train and direct youth, who typically have few skills, little education or work experience and, often, considerable personal and family problems as well. The combination of craftsman, trainer, and sensitive counselor is not easy to come by, and this situation is made even more difficult by YCCIP funding limitations. One YCCIP operator who experienced difficulty in finding two qualified supervisors was able to pay them adequately only by settling on a 30 hour weekly work schedule.

The solar heating project in Roseburg, Oregon operated by a sub-guarantee of the Balance of State, is targeted on a "hard core" and economically disadvantaged group which includes high school dropouts and juvenile offenders. Jim Chambers, who coordinates the project for Manpower Incorporated, a private, non-profit corporation, feels that a maximum participant to supervisor ratio is 5 to 1 for crews installing solar heating devices. For the training activity and construction work that takes place in the shop, the ratio drops to about 3 to 1. To finance this level of supervision, Manpower Incorporated was able to access Title VI positions (from the State CSA allotment). The problem then became one of finding quality supervisors who were income eligible. After some delay, several eligible people with good technical skills and an interest in working with youth were hired. These supervisors were given training in counseling techniques through agency arranged enrollment in a continuing education class at the local community college. The project is operating efficiently and several participants have already left for unsubsidized jobs in the private sector.

The Roseburg project demonstrates that with considerable planning, committment and "juggling," a YCCIP project can be geared to provide substantial training, quality supervision and individual counseling while meeting the income needs of disadvantaged participants as well as concrete community service goals. This example, however, may very well prove to be the exception. In a number of other cases, YCCIP projects operate in relative isolation from mainstream CETA service networks, and they are not set up to provide participants with a firm link to educational opportunities, developmental services or future job placements. A number of CETA staffs echoed the opinion of one counselor: "We just don't have the flexibility or range of options with the YCCIP projects that we do under YETP or Title I. To me, it's just a one-shot deal. Sure, we can give a dropout a job, but I'm not sure whether these kids are any better off when the project's over."

The majority of YETP participants seem to be receiving some kind of education and/or training in addition to basic job experience. But the way in which such activities are linked or coordinated varies considerably among programs; the most notable division being that between in-school and out-of-school components. In-school participants generally fit work experience around their high school class schedules. The number of hours that high school participants work ranges from 10 to 40 per week. In some areas, work schedules can be set up on an individually flexible basis depending on funding availability, counseling recommendations, and participant preferences and class schedules. In other areas, a limitation of 10 or 20 hours work experience per week is placed on all high school participants. Program policies generally encourage in-school participants to coordinate work experience with related academic work. In three areas, participants are required to take at least one class in a related subject area. However, the ability to enforce this requirement during the first program quarter was somewhat curtailed by the fact that YETP programs often got off to a late start (i.e., after academic semesters, trimesters, or quarters were already underway), as well as by the limited amount of vocational course options in many school districts.

For the most part, educational curricula is not closely linked to job experience. The exception would be in high schools where YETP participants are placed in ongoing cooperative education programs, in which work experience opportunities are tied to specific occupational cluster classes. This kind of involvement is occurring on a formal basis only in a limited number of Portland high schools. However, other prime sponsors and school districts are moving in this direction in less formal ways. A high school student working in a Kitsap County hospital is being helped by his teacher to learn the metric system so that he can gain the competency needed to perform his job functions. In the Coos-Curry District of Oregon, BOS, the sub-grantee is working with the Intermediate Education District to develop a model CE^2 program in which participants will eventually work on special projects structured to involve subject related skills in on-the-job situations. Participants will also have an opportunity to learn first hand about divisified occupations through short-term "shadowing" placements in a number of jobs.

Nearly all high school students in YETP are receiving credit for work experience. At the present time, one unit of general or elective credit toward graduation is generally given for one semester or trimester worth of work experience. Some programs hope to be able to set mechanisms in place next year which will allow students to petition for credit in academic subject areas (i.e., Math, English, Economics) for skills and competencies gained on the job. This type of arrangement will require more involvement in work experience on the part of teaching staff than is generally occurring at the present time, and this implies a stronger involvement in CETA and committment from school districts than is currently the case in most areas.

Documentation of competencies is a key factor in establishing credit giving arrangements. The extent to which competencies gained on the job are clearly documented at the current time varies among prime sponsors. In

Kitsap County, competency based learning plans provide a complete record of work experience which also serves as documentation for the high schools. In Portland, the procedures for documenting competencies differ by school and by type of work experience program. In Eugene, Oregon, participants document their experiences in self-written job descriptions.

The situation in out-of-school components is rather different. No out-of-school participants in any of the prime sponsor sites are receiving academic credit for work experience. Some high school dropouts return to school when they enter the program and these participants may receive credit. But it is quite clear that high schools do not give credit for job experience to youth who are otherwise not enrolled in school, and it is unrealistic to expect that they would. The greater need for most out-of-school youth is GED or equivalent certification along with job experience and occupational training. For those who have completed high school or a GED, occupational training is generally made available either in a classroom or job site setting.

The extent to which education and other classroom training is coupled with job experience varies among sponsors. In Kitsap county, approximately one third of the out-of-school YETP participants in work experience are simultaneously involved in some type of classroom training or education program. In Portland and Lane County, dropouts are encouraged to get GED or high school certification before becoming involved in occupational training and/or short term work experience. In Coos-Curry District, all YETP participants are enrolled either in local high schools or in GED or vocational classes at the community college.

Participants vary widely in terms of their knowledge of the job market and the extent to which they have considered realistic career options. At the point of program entry, however, they generally have one thing in common: they know they need money, and they tend to express this in terms of needing a job. The counselors see their job as helping to turn the kids away from an immediate employment focus and on to career development. "Maybe one kid a day has some kind of realistic career goal. The rest need money. They're looking for work and they're not too sure what kind," said a Lane County counselor. "We have to tell them that we're not a crisis intervention program."

The need for some kind of self-assessment and better information on the job market for career planning is especially critical for out-of-school kids. Both Portland and Lane County staff stress the importance of involving youth from the beginning in their own job research activities so that they can gain a clearer assessment of their relative position visa vi the job market and begin to define some realistic goals. The transmittal of career information and job seeking skills is an important part of most out-of-school programs. The majority of participants also have a need for help in budgeting and other life/time management skills. Some CETA staffs have organized small class groups to work on survival and job seeking skills, but other staffs felt that structured classroom activities were anathema to the typical dropout and that job information and survival skills were best transmitted through individual counseling techniques. Whether this effort is conducted in class groups or on an individual basis, the key consideration seems to be structuring activities so that participants must assume an active role. Most participants do not make a personal connection with career development information unless they are encouraged to relate it to specific actions.

One Portland participant remembered her involvement in a job survival class (taught by the Area Manager) as the highlight of her CETA experience: "Jeff was great; he'd never just lecture and let you sit back and blot it out. When you came to class you knew you would be put on the spot. It was: 'What did you find out about those kind of jobs? How many employers or schools did you contact this week? Who did you talk to? What are you going to do about it?' It really got me going. It made me think about what I was doing in the program and what I would do afterward."

Most of the youth interviewed had positive feelings about their job experiences. Some were just glad to have a job, but others saw their work as fitting into longer term career plans. One high school student working in a clerical training position expressed her intention to "become a really good secretary and be working in about five years for some kind of top executive." "I'll save my money and then my boyfriend and I will eventually start our own business," said another participant who was just starting an unsubsidized job. About half of those interviewed had participated in SPEDY during a previous summer, and they all considered their current program experience to be far superior. Nearly every participant interviewed felt that he or she was making a positive contribution at the work site. Several told me that they were completing GED's while working in YETP and YCCIP jobs, and they planned to apply for BOG grants or work study upon CETA completion in order to take vocational classes at local community colleges. One young woman, who had dropped out of high school five times, was able to enroll in a high school equivalency program while doing secretarial work at the CETA office. "What this experience means to me," she said, "is that I know what I can do. I'll never wait tables or work as a motel maid again."

III. YOUTH PARTICIPATION

The experience of soliciting youth input through council participation has had mixed results. Prospective candidates for youth councils were usually identified through requests to local agencies (both CETA and non CETA) that work directly with youth populations. In the selection of youth representatives, there are two general strategies: the first is to select youths who appear to be typical, or most representative, of CETA participant groups, and the second is to pick youths who have demonstrated qualities of leadership or interest which tend to set them above the norm. If strong and active council participation from the youth sector is the goal, then the second strategy would appear to be the most effective. Staff people who work with councils pointed out that the experience of mingling with public officials, business and labor leaders, and others council members of stature in the community tends to be intimidating for any youth. The strongest and most articulate youth representatives have been able not only to survive this experience, but also to enrich council proceedings with their own views and ideas. There are other cases, however, where the youth representatives never really made a connection on the council. Lacking experience and orientation, confused by the complexity of CETA titles and program issues, uncertain of what is expected of them, and intimidated by more articulate adults, many youths, not surprisingly, have little to say at council meetings. Some become inactive after attending one or two meetings.

Kitsap County has one youth representative on the council and his record of participation has been outstanding. This particular young man is unusual perhaps in that he feels able to express his ideas in a forum of forceful adults, and he is willing to commit his time and energy to a range of program issues and advisory duties -- including the paper work associated proposal review. He has never been in a CETA program, but he was a high school dropout and has first hand experience with youth employment problems. "I can't really represent all kids, I can only speak for myself," said the 17 year old council member. "But I think my being on there has been a good thing. I'd like to see the programs emphasize training more -- maybe get more of a committment from employers to work with kids on a longer term basis. Just getting a job isn't going to help much. Dropouts know they need training and education. But you're not going to get them to go back to high school either. There have to be alternatives -- some way for kids to get experience and training so that they can plan a future. If we want to know how to improve the programs, I think we should talk to the participants more. Find out how it works or doesn't work for them."

There is some evidence, in fact, that one of the most useful kinds of planning input for CETA programs is the information and reactions that filter back into the system from participants. In Portland, the youth representatives appointed to the council are not currently active, but counselors and area managers in the youth service centers, who have daily contact with participants, play an effective role in feeding participant impressions and ideas back to program planners. No one questions the value of tapping youth thinking and incorporating participant views in the decision-making process, but efforts to open communication channels and encourage feedback from the operations level may well be more effective than a formal council mechanism in accomplishing this goal.

The structuring of councils is an important facet in the potential impact of input from the youth sector. Previous experience in Lane County demonstrated that, with the proper support, youth representatives can play an effective role in a small and dynamic "working committee" structure. However, with the current County decision to fuse these committees into one large advisory body, CETA staff fear that youth representation may lose much of its potency. The further removed councils are from the program level, the less impact youth representation is likely to have on actual operations. The Governors Manpower Council, as the advisory board for Oregon, BOS, includes youth representatives on a special sub-committee. However, most of the program decisions that will affect youth are made at the local district level. Balance of State sub-grantees are under no requirement to include youth in local program planning processes. Program planners and administrators express an interest in structuring more effective channels for youth input, but a continuous climate of other pressures may preclude much staff time being spent on such efforts.

IV. TARGETING

With the data available at the prime sponsor level and from Region X ETA, it is difficult to get an accurate break down of YCCIP and YETP participants by the three economic categories desirable for this report. The region is currently tracking only the number and percentages of participants who are economically disadvantaged (this category corresponds roughly to that of below 70 percent of the Lower Living Standard). However, enrollment data clearly show that preference in selection is being given to economically disadvantaged youth by the prime sponsor studied in Region X. (See Tables 3 and 4 in the Appendix)

YETP enrollment particularly is focused on the economically disadvantaged. In Kitsap County local policies limit program eligibility to the disadvantaged, and 100 percent of YETP participants come from families with incomes below 70 percent of the Lower Living Standard or receiving AFDC. In Portland and Lane County, economically disadvantaged participants accounted for 91 percent and 86.1 percent of total enrollments respectively in the second quarter. Oregon, BOS is the only sponsor studied that made use of the option to enroll higher income youth in YETP. In conjunction with a knowledge development experiment, 8.7 percent of Oregon, BOS second quarter enrollments came from youth in families earning above 85 percent of the Lower Living Standard. About 23 percent of Oregon YETP participants fit into the 70-85 percent LLS category, and about 68 percent come from the economically disadvantaged group.

YCCIP is also focused on the economically disadvantaged. Moreover, while about half of YETP participants are attending high school, the majority of those participating in YCCIP are high school dropouts. Counselors in several of the prime sponsorships indicated that YCCIP services,what is considered to be, a "high risk" population. In Portland, over 92 percent of second quarter YCCIP participants were economically disadvantaged and nearly 77 percent were high school dropouts. About 86 percent of Oregon BOS YCCIP participants come from both the economically disadvantaged and high school dropout populations. In Lane County, more use is being made of increased flexibility in income criteria under YCCIP, the majority of second quarter participants were high school drop outs, but less than half came from economically disadvantaged homes. Kitsap County is the only sponsor that established YCCIP projects for high school youth and all of Kitsap's YCCIP participants are both in-school and economically disadvantaged.

The prime sponsors set goals for providing services to special subgroups such a women, offenders, and handicapped youth. There are differences in the extent to which these kinds of standards influence program selection and service procedures. Lane County has a special program component for offenders, and counselors utilize a numerical scoring procedure designed to give priority in selection to ex-offenders, older youth, those who have no outside support, and the handicapped. Other prime sponsors pay less formal attention to the balancing of significant segments during the enrollment process and just concentrate on selecting eligible youth who seem to need help most and appear to be interested and motivated.

There are differences among the prime sponsors in regard to the incidence of enrollments from various sub-groups and these differences tend to reflect locally defined priorities and service models. Referral arrangements with agencies serving AFDC, offender, handicapped or other youth populations have been established in most areas to funnel prospective participants from priority sub-groups into CETA intake components. The percentage of YETP participants from the AFDC population ranges from 14 percent (in Kitsap County) to nearly 34 percent (in Portland). As might be expected, Lane County leads in the level of offender enrollments (24.4 percent), while the other sponsors have YETP participant populations that include between 8.8 and 17 percent ex-offenders. The percentage of participants who are handicapped ranges from a low of 3.3 percent in Lane County to a high of 8.8 percent in Kitsap County. These statistics are based on second quarter enrollments that were much below full capacity. While the exact composition of enrollments will undoubtedly change, it is clear that sub-populations of special need are being given consideration in prime sponsor referral and selection procedures.

Determination of income eligibility for YCCIP and YETP — like that of other CETA programs -- rests primarily upon client provided information. Apart from parent signatures or follow-up phone calls in some localities, operations staff depend upon the income and work history data that youth are required to include in their application to the program. It can be difficult to get young people to track down information on the annual earnings of parents and step-parents, who often have a checkered pattern of employment/unemployment. To further complicate matters, a substantial portion of the participant population is highly mobile, moving in an out of the homes of parents, step-parents, other relations, and friends during a year's time. It is difficult to compile an accurate income record for the adults involved, and it is difficult to determine whose income should be considered in gauging youth eligibility. Counselor's admit that the chances for an error of some sort are very high, but thorough verification procedures are undertaken only on a spot check basis or in cases where fraudulant intentions are suspected. In the words of one counselor: "Eligibility verification is a giant headache. It takes time and money. We're there to help, not to be policemen. They wouldn't be here if they didn't need help. Besides even if they wanted to lie, eligibility criteria is so complicated I doubt if they would figure out what to say."

Within the schools and in less populated communities, counselors are likely to be aware of the general economic position and family situations of prospective participants. The chances for fraud may be greater in urban areas where there are larger numbers of more sophisticated, "agency wise" kids. In any case, counselor's point out that the program emphasis on training, career development and self-help is not exactly geared to the needs of middle class kids looking for easy ways to get extra spending money. All the youth interviewed during this research effort appeared to be in genuine economic need.

V. SUBSTITUTION

YEDPA was intended to increase the total resources available in prime sponsor areas for services to youth. YCCIP and YETP grants are to be used as a supplement rather than a substitute for what prime sponsors would otherwise spend on youth services. Data available from prime sponsors and Region X ETA indicate that YCCIP and YETP have had a significant net impact on increasing the level of services to youth in the areas studied. (This data is presented in summary form in tables 5, 6 and 7 in the Appendix to this report).

Data on the level of services provided to youth under Titles I, II and VI show a mixed pattern of change between second quarter FY 1977 and that of FY 1978. Table 6 shows that the four prime sponsors, in keeping with DOL requirements, held constant or increased the percentage of Title I enrollments accounted for by youth from March 1977 to March 1978. The percentage of Title I enrollments who are youth varies between 32 percent (in Lane County) and 61 percent (in Oregon, BOS). Although the percentage of youth enrollments in each case increased or remained constant, the number of youth enrolled in title I decreased overall. The decrease of youth enrolled under Title I in Oregon, BOS and Portland reflects a reduction in Title I activity from FY 1977 to 1978 rather than a reduced emphasis on serving youth. There is no evidence of a tendancy on the part of prime sponsors included in this study to "stack" Title I components with youth during the first quarter of FY 1978 for later transition to YETP or YCCIP. In fact, the data in table 6 suggests that Title I enrollments tended to be down during the first quarter and that youth enrollments in Title I increased during the second quarter at the same that YEPPA programs were being implemented.

The percentage enrollments of youth under Title II and VI started out at much lower levels than Title I and have tended to decrease between FY 1979 and 1978. (See table 5). In FY 1977, the percentage of Title II enrollments accounted for by youth varied from 8 percent (in Portland) to 13 percent (in Oregon, BOS). In every case, both the percentage and number of Title II youth enrollees decreased significantly by the second quarter of FY 1978. Title VI youth enrollment levels in FY 1977 varied from 8 percent (in Kitsap County) to 10 percent (in Oregon, BOS and Lane County). However, unlike Title II, the numbers of youth enrolled in Title VI increased significantly over a years time. By March 31, 1978, the number of youth enrolled in Title VI jobs in the four sponsorships increased over 400 percent. This "jump" is explained by increases in total Title VI enrollments in each prime sponsor area. The percentage of Title VI enrollees who were youth actually decreased in two areas. In any case, the number of youth enrollments accounted for by Titles II and VI combined in the four prime sponsorships is much less than that accounted for by Title I.

YCCIP and YETP programs got off to a slow start, and, in every area but Kitsap County, were operating at well under 50 percent of maximum planned capacity at the end of the second quarter. During the second quarter of 1978, over five times as many youth were enrolled under Title I as were enrolled in YETP and YCCIP combined. Current data suggest that even as the two new programs approach full capacity levels, they will still enroll only about half as many youth as will be enrolled under Title I programs. In spite of the limitations for impact from YCCIP and YETP efforts under these conditions, it appears that they are still having a net effect in increasing the level of CETA services provided to youth. The relative impact that this effect will have in any given prime sponsor area will depend upon the relative size of YCCIP and YETP grants in proportion to the amount of Title I (and to a lesser extent, Titles II and VI) resources that are earmarked for youth. At the present time, the total numbers of youth being served under CETA (all titles) has increased significantly from second quarter FY 1977 to FY 1978 in each of the four prime sponsor areas. The smallest increase in total youth enrollments since the launching of YETP/YCCIP was in Portland where youth enrollment increased by about 11 percent. The largest increase was felt in Kitsap County (68 percent), where total program sizes are smaller and YETP and YCCIP were implemented quickly.

The continuing positive net enrollment effect of the youth grants will, of course, depend on the extent to which prime sponsor maintain their committment to serving youth under other titles. This is difficult to predict. Interview evidence suggests that in urban areas there is likely to be more potential pressure to channel Title I resources into activities not specifically focused on youth. A continuation of the federal requirement to hold service levels constant would help to counter the tendency to pull back on youth services under Title I. Prime sponsors are developing service networks specifically focused on youth. These delivery mechanisms typically handle Title I and YETP youth services as well as SPEPY and YCCIP referrals. They are generally not linked closely with Title II and VI programs and referral systems. There is some question whether the majority of Title II and VI programs are really geared to meeting youth training and employment needs. If circumstances remain the same, a reduction in the levels of service to youth under the "PSE" titles is likely to continue into the future.

In the opinion of this researcher it is not productive to look back to "universe of need" estimates made in the planning period as a means for establishing baseline expectations of the relative impact that CETA resources can be expected to have on youth employment and training problems. There are a number of reasons why this is so. First, there are many factors which influence employment/unemployment rates among youth and youthful subpopulatious and many factors that influence the incidence of high-school non-completion and youth wage levels beyond those associated with availability of employment and training related intervention service. To my knowledge, no CETA sponsor has successfully measured a program's effectiveness in terms of its impact on aggragate measures of income or employment among target populations (as opposed to participant populations). Secondly to attempt such an analysis would require at the minimum accurate and current measures of unemployment, income, and training and employment needs among youthful populations and sub-populations in each prime sponsor area. Such information is simply not available. In estimating the "universe of need" prime sponsors typically use data that is three to five years old and is not specifically broken out to correspond to prime sponsor geographic boundaries or youth sub-populations appropriate for CETA planning purposes.

To even attempt a rough and dirty analysis of potential impact based on universe of need estimates, it would be desirable to at least have consistant data, however sketchy, for each prime sponsor site. This condition is not met by the variety of formats and measures used in the YETP/YOCIP plans of the four sponsors included in this study group. With the data currently available, it is not even possible to give approximate figures for the numbers of youth who are unemployed in each prime sponsor area. It is possible to get a rough estimate of the number of youth from low income families, but there is some question whether all these youth actually constitute a prospective client group for YOCIP or YETP programs.

If it is desirable to make the obvious point -- that all CETA resources are a drop in the bucket in comparison with the magnitude of potential need -- then there is data that can be used to support the case. In Kitsap County, for example, an estimated 1563 youth (between 16 and 21 years) are unemployed, an estimated 1,684 youth (14 to 21 years) are high school dropouts, and 1,902 youth are estimated to be in households where the income is below the OMB poverty guidelines. Currently, total CETA resources in Kitsap County provide only about 190 youth enrollment "slots". It will be possible to serve a total of about 95 youth under YETP and YOCIP in Kitsap County.

If penetration of the universe of need is the sole criteria, then obviously the potential impact of the YEPPA grants in Kitsap County is miniscale. What bearing all this has on the substitution issue is far from clear. Total Title I, II and VI enrollment opportunities in Kitsap amount to something under 600, and there are thousands of adults too who are unemployed or living in poverty. Though the numbers are of a different magnitude in more populated areas, the basic situation is the same in most prime sponsorships.

The Title I program mix has not changed dramatically since the advent of YETP/YOCIP in the prime sponsor areas studied. (See table 8) The general trend is toward increases in the proportion of enrollments in classroom training and OJT and reductions in work experience. There is no evidence linking changes in the Title I program mix to the availability of YOCIP and YETP grants.

The policy of attempting to curb substitution by restricting prime sponsor changes in client or program mix unless they are formed in response to changes in the universe is need is of questionable value. The policy would seem to rest on the assumption that program/client mix was formulated in the first palce primarily on the basis of some kind of uniform indicators of relative needs and economic conditions. Universe of need estimates are not accurate, valid or reliable; but even if they were, they would not automatically "tell" prime sponsors what program mix or target group strategies would best serve their populations. Current program and client mixes still reflect the legacy of earlier categorical manpower programs. These mixes change in response to prime sponsors perceptions of community interests, popular opinion, changing job markets, economic outlook, demographic composition and changing patterns of need, lessons learned from past program experience, availability of resources under various funding sources, delivery system capacities, and federal policies and pressures, among other things. Designing an effective program/client mix is a practical art at best and not a science. Since there is no universally acceptable method at the present time for gauging key economic and demographic variables and coming up with an optimal program/client mix to match local condition, the Federal government would probably do best to limit itself to the request that prime sponsors provide a rational and programmatically acceptable explanation for proposed major changes in program or client mix.

There are other more specific question related to the substitution issue that could be explored — albeit with some difficulty. To what extent do current methods for tabulating enrollment by service component result in over-counting? What is the effect (on the accuracy of performance measurers) of the prime sponsor practice of terminating participants for transfer between CETA programs and titles and counting them each time as Other Positive Terminations. (Theoretically a youth moving from Title I training into a SPEDY job for the summer and then in the fall to a YETP component could be counted twice as a positive termination before she had even completed six months of program experience).

VI. OVERHEAD

The amount of resources provided by the private sector in conjunction with CETA youth activities appears to be rather negligible. Most YETP activities do not lend themselves to the donation of materials or space from private sector firms. CAP agencies or other private non-profit organizations do provide some time, expertise and services free of charge for special projects or program activities in Kitsap County and Portland. Several YCCIP operators have secured building materials or the occasional use of vehicles free from private firms. But operators don't generally have the time to solicit donations from the private sector, and they usually find it more efficient to purchase whatever is needed on a standard discount. YCCIP projects involving weatherization, emergency home repair and solar energy activities are supported in part through funds obtained from the Community Services Administration, the Federal Energy Administration, and/or the Department of Housing and Urban Development.

Prime sponsors are making use of some services available at no cost from public and community based agencies. All sponsors use the testing and assessment services provided free by the employment service. Relationships with other service provides are common and are discussed more fully in section IX.

VII. INSTITUTIONAL CHANGE

The promotion of institutional change, at least in relationship to local school districts, is probably the one area where YETP will have the greatest impact. Prime sponsors are using youth grant funds to develop linkages with local schools. The forging of new cooperative relationships between CETA sponsors and school district personnel is a complex and delicate undertaking which will require time and care if it is to have a permanent and positive impact. In many instances, CETA staffs are dealing with educators who are skeptical of the potential value of such efforts. It may take a year or two of modest program successes before these school districts will be willing to commit substantial resources to joint ventures. In other cases, YETP merely provides additional funds and focus for pursuing program directions that were deemed desirable by both CETA and school district staffs.

LEA agreements have been signed in each prime sponsor area. The terms of those agreements vary by prime sponsorship and in several cases, by individual school district as well. Although there were some delays, particularly in areas where no previous agreements or contracts existed, prime sponsors generally were able to interpret the law and regulations flexibly enough to fit local needs and conditions.

Timing was something of a problem, both in regard to lead time for adequate planning and in regard to synchronizing program start up with the beginning of the academic period so that participants could coordinate job activities and class schedules. School district staffs expressed some fear that timing will again be a problem in the Fall when the schools begin their year in September but sponsors won't have their CETA grants until October. There will probably be difficulty in some areas in piecing together funds to cover the September/October period. Questions about carry-over have not been resolved. One school district coodinator said: "We don't expect to know whether the program will be refunded until August. Most our staff is off during the summer so we may have a problem getting everything on line for next year." A CETA staff worker, on the other hand, said: "School districts move so slowly that our cycles will never be compatible. We do the best we can, but it's about five times faster to deal with the Community College."

In Kitsap County, the prime sponsor combined 29 percent of total YETP resources with all of the YCCIP funds to create a viable base for a new in-school program. The program is small and carefully planned to serve as a positive model for further CETA/LEA relationships. In order to coordinate services in six school districts, the sponsor signed a non-financial agreement with the Peninsula Vocational Skills Center. Sub-agreements were signed with each school district. A local CAP agency, which is a major provider of CETA services, serves as a funding channel and provides program support. A coordinator, with a background in education, has been outstationed at the skills center. She works with CETA staff at CAP and with school district counselors to place eligible participants in appropriate positions, to develop competency based learning places, to monitor the progress of individuals in job experience, and to provide counseling, career information and other support services. The new program was implemented with surprizing speed and is applauded by everyone involved. Jobs are training oriented, competencies are being documented, and participants will receive credit toward graduation.

Kitsap school district counselors are enthusiastic about the program and attribute its success to the efforts of the program coordinator. She handles all the mechanics that overtaxed counselors probably could not manage, and, as a professional educator, she communicates well with school district staff. The schools are able to provide opportunities to disadvantaged students that would otherwise not be available. The program is just a beginning phase in the relationship between CETA and education, and stability is an important factor. Kitsap CETA staff think that it will probably take two years for the program to develop an impact of any permanent sort on school district roles and committment to manpower efforts.

Portland has a pre-YEDPA history of cooperation between CETA youth programs and the public schools. Under financial agreements with the City, the school district operates special projects such as Emergency Home Repair, Medical Careers Exploration, and Marine Occupations. These projects provide training and experience for both in-school and out-of-school youth. Under a pre-existing non-financial agreement, Portland public schools are also involved in identifying and placing in-school CETA participants in jobs developed and monitored by school district funded work experience coordinators in each high school. Students enrolled in work experience get credit toward high-school graduation. Participants involved in special projects also receive credit, and drop-outs are channeled back into school through enrollment in project activities.

Work experience in Portland's high schools fits into three categories: (1) Exploratory Work Experience, where participants learn about a number of occupations through short term placements (shadowing) at no pay; (2) Cooperative Work Experience, where job experience is tied to identified occupational cluster classes and based on skills, knowledge and time frames identified in training agreements and plans; and (3) General Work Experience, where participants are placed, for pay and credit, in jobs not tied to specific curriculum areas. The majority of CETA's in-school participants are currently enrolled in general work experience, but the trend is toward an enriched career employment model. YEDPA regulations which link work experience to training activity and broader career development goals fit in very nicely with both school district and City intentions to promote career development planning. A new non-financial agreement has been drafted to support this direction, and a committee, which includes representatives from high schools (teachers, counselors, and work experience coordinators), City CETA youth centers and Northwest Regional Educational Labs, has been working to develop and test new career development planning materials.

Lane County allocated 22 percent of its YETP funds among local school districts interested in operating programs for in-school youth. There were a number of school districts who chose to participate so funds were spread rather thinly. The YETP contracts with local school districts mark a new direction in Lane County youth programming. Schools developed their own proposals. Mostly they chose to operate rather straightforward work experience programs using existing staff or splitting the cost of a new staff person hired specifically for CETA activity. One rural school district chose to use its funds for the development of new occupational classes and support for a diversified occupations program emphasizing placement in the private sector. In-school participants in Lane county will receive credit for work experience. LEA agreements do not provide for services to out-of-school youth. High-school drop-outs and completers are served by county-operated CETA centers.

Staff from the Manpower Planning Division (MPD), which administers CETA grants for Oregon BOS, report that it is easier to work with education agencies at the present time than it was five years ago when CETA was getting started and MPD was a "new (and not always diplomatic) kid on the block". Non-financial LEA agreements in BOS districts have been signed for a number of months. There were initial delays in several districts, and these were attributed to school board meeting cycles and some confusion over appropriate school district roles. Approximately 29 percent of Balance of State YETP funds have been obligated for activities linked to local LEA agreements. In some areas, these agreements have served to formalize pre-existing relationships between CETA sub-grantees and local school districts. A number of districts formed new relationships with intermediate education districts, which are agencies that coordinate vocational course materials and other special programs and services among adjacent local school districts.

In the Coos-Curry district, the CETA sub-grantee was not allocated enough YETP dollars to effectively service schools in outlying areas. School districts in the two-county area signed agreements that allowed all YETP services to be provided under a single contract with the Coos County Intermediate Education District. The IED hired new staff to help develop and implement a model CE^2 program. This program will eventually result in a range of diversified career employment opportunities linked to occupational curricula in the high-schools. At the present time, students are being placed in individualized job experiences in the public or private sector. Special emphasis is being placed on private sector jobs. Credit giving structures are just beginning to be put into place. The program is designed to serve high-school drop-outs and other non-students by returning them to high school, or enrolling them in GED programs or other classes at the community colleges while they work part-time.

The Coos County IED planned to develop a special career awareness and occupational exploration component at the community college for YETP participants. But they ran into some problems in applying for a grant from the State Department of Education. In a letter to the community college Dean of Student Service, a Department of Education official reported that the recommendation of the Advisory Committee for the Career Awareness and Occupational Exploration Program was to "hold the proposal in reserve". As an explanation for the decision not to fund, the official offered the following: "The committee's objection to your proposal was not so much on the proposal itself as on the involvement of CETA in the project. They felt this endangered the possibility of program success, and greatly limited its transportability". After a flurry of reaction from the CETA sub-grantee and the IED, the official issued a new letter retracting the offensive statement and affirming the department's and committee's belief that "such linkages to various segments of the community are vital to vocational education in our state". Meanwhile the fate of the proposed project remained unresolved, and CETA and IED staff are pretty sure that the first letter more honestly reflected the Department of Education's views of CETA.

There are a number of resource centers providing occupational information for youth in the prime sponsor areas studied. In-school youth generally have access to career information centers within the high-schools that include a key-sort system or computer terminal hook-up to state occupational information systems. Every high school in Portland has a least one career development assistant (funded under CETA Title VI), who helps guidance counselors and work experience coordinators to do occupational research and job development. Prime sponsors often refer out-of-school youth to community college career information centers for job research and self-assessment activities. These services are augmented by CETA supported training in job seeking skills (described in section II).

CETA programs are not tied into union activities in most areas. There are generally no problems with unions, as CETA activities are not considered to be a threat. The Emergency Home Repair Project run by Portland public schools, maintains good linkage to union apprenticeship programs. Most YCCIP projects in the construction area are considered to be "pre-apprenticeship" activities. But, while a percentage of YCCIP participants will be able to secure entry level jobs with private contractors upon program completion, union apprenticeship opportunities are generally reserved for hand picked "cream-of-the-crop" high school graduates and are beyond the reach of most CETA participants. YETP placments in job experience at federal installations, such as the Bremerton Ship Yards, sometimes provide a feeder for channeling participants into union programs.

All of the prime sponsors studied have a strong interest in improving linkages with the private sector. In addition to their use of private sector representatives as advisors to youth involved in special projects and career research, the City of Portland is considering the purchase of training for CETA participants from large private firms. Such training would prepare youth with skills relevant to private sector job requirements as well as providing a basis for developing OJT slots and securing permanent placements in stable organizations. "There's no question that the private sector is where it's at for youth employment. The big companies are the hardest to approach, but they offer the most potential for kids," I was told by a Portland staff member. 'We're looking at broader ways to deal with the private sector. Our mayor is working with corporate executives to establish backing for CETA youth initiatives."

School district staff in Lane County reported that they have better success in securing OJT contracts and CETA placements with private sector employers than do other programs because they represent a stable mainstream public institution. Placements in the private building trades are high because Lane County is experiencing a construction boom. The prime sponsor has received good support from private employers for CETA-sponsored ex-offender activities. Lane County is considering training only placements in the private sector: "OJT contracts might not be the only way to go. Once a company has successfully trained a youth, it will be more than likely to pick him or her up on a permanent basis.

In Kitsap County, about 70 percent of total employment is accounted for by jobs in the public sector - mainly with federally funded agencies. Apart from a small number of OJT placements, the county has not done much with the private sector. "We're a small program," said a CETA staff member, "And we're not set up to deal with national companies like Sears or Penneys. The federal government should push for commitments from large firms at the national level if it is really serious about developing linkages in the private sector. With those kinds of commitments, it would be easy for us to move in and set up program arrangements."

In Coos County, Oregon, about half of the YETP participants are working on jobs in the private sector. The IED counselor has been active in "selling" the OJT concept to employers through promotional efforts with civic organizations. In Roseburg, Oregon, the activities of the YCCIP solar heating project have had the effect of stimulating similar ventures on a private basis. Private contractors building the solar devices are providing a natural placement hook-up for CETA participants who are ready to move into unsubsidized employment.

VIII. Choosing Delivery Agents

Working out appropriate delivery roles for community based organizations under the YEDPA grants was probably a less important factor in program planning among the prime sponsors studied in Region X than it was in many other localities throughout the county. In a number of areas there were no community organizations with the manpower experience or capacities to handle major YETP or YCCIP delivery roles. When private non-profit agencies were named as major deliverers or program operators for YEDPA activities, it was usually because their involvement in other phases of CETA delivery made them a logical choice for handling the increased volume of youth services made possible by YETP/YCCIP.

In Portland and Lane county, access to most CETA youth employment and training services is coordinated through prime sponsor operated service center networks. YCCIP and YETP activities - with the exception of those being operated through school district contracts or agreements - were structured to fit into these systems. CBO representatives participated in the determination of youth priorities and the developmentof program plans, but their delivery role is largely one of providing work sites, supervision, and related support services to CETA participants under prime sponsor-run systems. A number of private non-profit agencies perform well in this capacity. But counselors in both localities say that there is no evidence that CBOs are better able to meet the employment and training needs of disadvantaged participants. "We give really careful scrutiny to placements in private non-profit agencies" said one CETA counselor . "Community organizations are usually pretty good in dealing with community improvement projects, but that kind of orientation is not necessarily compatible with our career development goals for youth participants. These agencies often have limited capacities for providing supervision, training, or transition opportunities. We do better placing youth in public agencies, or with private employers in profit-making businesses".

Federal agencies were often considered by counselors to provide the best work sites for youth. The U.S. Forest Service, Social Security and a variety of military installations were named among the most effective employers. "These agencies are used to working with employment and training programs. They are able to provide supervision, and they handle the paper work without complaints. And for kids who do well on the job, they are very cooperative in arranging the training, test taking and other procedures that lead to permanent jobs." Program participants are often given priority considerations for entry level job openings or training opportunities, and the federal service provides built in career ladders.

In Kitsap County, the CAP agency handles major delivery responsibility for both youth and adult programs, so they were a logical contractor for YEDPA activities. As the nucleus of a centralized CETA service delivery network, the CAP staff has been able to work effectively with the employment service, the local community college, public and private employers, social service agencies, the client population and more recently with local school districts through a coordinating agreement with the Peninsula Vocational Skills Center. In addition to new YETP operations, the CAP agency operates a YCCIP project in conjunction with the Bremerton Housing Authority.

Coos-Curry District in Oregon is the only locality studied in which a community organization with a history of major CETA involvement was passed over for delivery responsibilities under YETP. The sub-grantee chose instead to contract with the Intermediate Education District in order to establish a new career employment program for in-school youth. Manpower Incorporated, which acts as a sub-grantee for District 6 in Oregon, BOS, is a non-profit private corporation. Manpower Incorporated also operates programs including the YCCIP Solar Heating Project. A CAP agency in District 7 operates a YCCIP bicycle pathways project for the Balance of State sponsor.

IX. Coordinating Services For Youth

Prime sponsors have not created new and separate service offices for handling YEDPA activities. New referral and delivery mechanisms have been set up only where it has been deemed necessary to meet the needs of new program models - as in cases where relationships with local education agencies were launched to provide services to in-school youth under YETP agreements. Intake, counseling, referral and other CETA services are generally coordinated quite efficiently through pre-existing service centers.

Prime sponsors have a variety of informal agreements and working relationships with other agencies to provide for referral and exchange of services. Agencies most frequently mentioned were: community colleges, state employment service agencies, residential facilities for youth, alcohol and drug rehabilitation programs, welfare and children's service agencies, vocational rehabilitation divisions, public health agencies, V.D. and family planning clinics, food stamp offices, and legal service agencies. These relationships generally date back to pre-YEDPA times and were established through informal contact at the operations level. Only one program operator mentioned the youth service inventory as a valuable source for identifying services that could be meshed with CETA, and this was someone in an agency new to CETA involvement.

Prime sponsors maintain fairly close ties between various CETA funded youth activities (Title I, SPEPY, YETP, and YCCIP). This is true at the planning and administrative level as well as at the operations level where inter-title transfers are common practice. Counselors generally try to organize available resources in order to put together optimal service packages for individual participants rather than to fill empty program "slots".

The extent to which YETP participants will be moved into SPEDY will depend on the amount of funds that will be left in YETP allocations for use during the summer months, as well as on prime sponsor perceptions of the funding outlook for FY 1979. Kitsap County, Lane County, and Portland expect to have enough funds to carry the majority of YETP participants through the summer. If shortfalls are encountered, prime sponsors will have to identify which YETP participants are eligible for SPEPY and select youth from this group for transfers. Most areas should have ample funds for summer YETP activities because of slow start-ups during the second quarter. A more worrisome problem is the anticipated crunch in regard to the added pressures on job developers, employing agencies, counselors and other service providers that will be associated with dramatic increases in summer time enrollment levels. Prime sponsors expect things to get a bit chaotic, but they are working on ways to improve the management of summer programs.

X. FUTURE OPTIONS

Since the advent of YEDPA, no prime sponsor studied has entirely revamped its mechanism for providing services to youth, but there is no question that the loss of YEDPA grants would be a serious blow to youth service systems. Planning and operations staff specializing in youth services would have to be cut back considerably, and in somelocalities the number of youth enrollments would be cut in half. New program models and initiatives would likely be the hardest hit. YEDPA has provided many sponsors with an opportunity to forge cooperative program linkages with local school districts. These relationships are still in the formative stage and will require a period of some program stability if they are eventually to reap a full measure of needed institutional change. New initiatives for program development in the private sector might be thwarted through staff reductions. Prime sponsors would not stop serving youth however. Current information indicates that they would maintain youth councils and try to preserve what are seen as valuable program initiatives on some kind of modified and reduced scale. But clearly phase-out or substantial cut-backs, in the absence of other funding alternatives, would be detrimental if long term improvements in the quality and availability of youth services are the goals.

APPENDICES

TABLE 1. ACTUAL vs. PLANNED ENROLLMENTS*

March 31, 1978

SPONSOR	YOCIP Enrollments			YETP Enrollments		
	Planned	Actual	% of Plan	Planned	Actual	% of Plan
Kitsap Co.	13	13	100%	54	59	109.3%
Portland	80	25	31.3%	746	192	25.7%
Lane Co.	26	22	84.6%	327	141	43.1%
Oregon, BOS	80	21	26.3%	480	154	32.1%

* Data are from Region X ETA and may significantly under-represent actual numbers enrolled as of March 31, 1978

TABLE 2. YETP PROGRAM MIX

Percentage of enrollments by service category, March 31, 1978

SPONSOR	Classroom Training		OJT		Career Employ. Experience		Work Experience	
	Plan	Actual	Plan	Actual	Plan	Actual	Plan	Actual
Kitsap Co.	7.4%	6.8%	9.3%	6.8%	31.5%	28.8%	51.9%	57.6%
Portland	64.5%	37.5%	5.8%	2.6%	23.5%	45.8%	6.3%	14.1%
Lane Co.	42.8%	34 %	4.6%	.7%	31.8%	51.8%	20.8%	13.5%
Oregon, BOS	25 %	19.5%	11 %	2.6%	52.5%	53.2%	11 %	24.7%

TABLE 3. YETP PARTICIPANT CHARACTERISTICS

Percentage of enrollments by characteristic category, March 31, 1978

SPONSOR / CHARACTERISTIC	KITSAP CO.	PORTLAND	LANE CO.	OREGON, BOS
1. Economically Dis.* (70% LLS or below)	100%	91%	86.1%	67.9%
2. 70-85% lower living standard*	-0-	9%	13.9%	23.4%
3. Above 85% LLS*	-0-	-0-	-0-	8.7%
4. High School Student	35.1%	48.8%	50.6%	52.1%
5. High School Dropout	22.8%	27.7%	37.8%	34.3%
6. High School Grad Not in school	36.8%	17.4%	10 %	12.1%
7. Offender	8.8%	16.9%	24.4%	12.1%
8. A.F.D.C.	14.0%	33.8%	28.9%	21.1%
9. Handicapped	8.8%	4.2%	3.3%	5.7%

* The breakdowns by income eligibility category are based on a combination of DOL and prime sponsor provided data. At the regional level a record is kept only of the number and percentage of participants who are economically disadvantaged. For purposes of this table, economic disadvantagment is considered to correspond with the 70 percent or below lower living standard category. However this correlation is not in fact perfect and the automatic inclusion of AFDC participants in this category may result in an under-representation of the number of participants falling in Category 2. (70-85% lower living standard). Only one sponsor, Oregon BOS, is enrolling youth in YETP from families above 80 percent of the lower living standard, and this is being done in conjunction with knowledge development activities.

TABLE 4. YOCIP PARTICIPANT CHARACTERISTICS

Percentage of enrollments by characteristic, March 31, 1978

SPONSOR CHARACTERISTIC	KITSAP CO.	PORTLAND	LANE CO.	OREGON BOS
High School Dropout	-0- (all in school)	76.9%	59.1%	85.7%
Economically Dis.	100%	92.3%	40.9%	85.7%
Below 70% LLS	100%	---*	---*	81.0%
70-85% LLS	-0-	---*	---*	14.3%
85% LLS & above	-0-	---*	---*	4.8%

* Enrollment data on Portland and Lane Co. are not available by these income criteria classifications at the time of this report.

TABLE 5. SERVICE TO YOUTH UNDER TITLES II & VI *

Numbers and percent of enrollments who were youth, second quarter '77 & '78

SPONSOR	TITLE II				TITLE VI			
	FY 1977		FY 1978		FY 1977		FY 1978	
	#	%	#	%	#	%	#	%
Kitsap Co.	25	11%	8	9.1%	14	8%	29	9%
Portland	36	8%	22	5.5%	24	9%	136	7%
Lane Co.	52	10%	24	7.4%	36	10%	75	5%
Oregon, BOS	131	13%	98	12.2%	105	10%	640	16%

* Data from Region X, ETA

TABLE 6. SERVICE TO YOUTH UNDER TITLE I

Numbers and percent of Title I enrollments who were youth

SPONSOR	FY 1977 2nd Quarter		FY 1978 1st Quarter		FY 1978 2nd Quarter	
Kitsap Co.	(74)	36%	(84)	45%	(81)	44%
Portland	(1138)	42%	(808)	42.3%	(1020)	42%
Lane Co.	(289)	29%	(445)	32%	(306)	32%
Oregon, BOS	(2053)	59%	(1397)	62%	(1995)	61%

* Data from Region X, ETA and prime sponsors

TABLE 7. CETA SERVICES TO YOUTH, FY 1977 and FY 1978

Comparison of total youth enrollments in the second quarters of '77 & '78

SPONSOR	FY 1977 Titles I, II & III	FY 1978 I,II,VI, YETP & YCCIP	% change
Kitsap Co.	113	190	+68%
Portland	1258	1395	+11%
Lane Co.	377	568	+51%
Oregon, BOS	2289	2908	+27%

* Totals compiled from DOL and prime sponsor data. Enrollment figures are approximate and have been computed for comparison purposes.

TABLE 8. TITLE I PROGRAM MIX, FY 1978

Comparison of percentage enrolled by Service Category, 1st quarter & 2nd quarter

SERVICE:	CLASSROOM TRAINING		OJT		WE	
SPONSOR	12/77	3/78	12/77	3/78	12/77	3/78
Kitsap Co.	54.1%	N/A	9.4%	N/A	36.5%	N/A
Portland	28.3%	33.3%	8.3%	14.7%	63.4%	52.1%
Lane Co.	46.6%	48.4%	17.8%	17.7%	35.6%	33.9%
Oregon, BOS	26.1%	22.9%	17.8%	22.6%	56.1%	54.5%

CASE STUDY

Implementation of Programs Under Subparts 2 and 3 of Title II of the Youth Employment and Demonstration Projects Act of 1977 by Five San Francisco Bay Area (California) Prime Sponsors

by

John Walsh

Report 2 -- May, 1978

Prepared under contract for the National Council
on Employment Policy, Washington, D.C.

FOREWORD

This is the second of four reports, to be submitted to the National Council on Employment Policy, on planning, implementation and operation of programs funded under Subparts 2 and 3 of Title II of the Youth Employment and Demonstration Projects Act of 1977 by five San Francisco Bay Area Prime Sponsors: (1) San Francisco Mayor's Office of Employment and Training; (2) Oakland Department of Manpower Development Programs; (3) Santa Clara Valley Manpower Board; (4) Marin County Office of Employment and Training; and (5) the Comprehensive Employment and Training Services Department of Sonoma County.

Report Number 1 was concerned primarily with planning activities under the Act; this report discusses in sequence the following topics: (1) Amendments to Report Number 1; (2) Knowledge Development; (3) Content and Quality of Work Experience; (4) Youth Participation; (5) Targeting; (6) The Question of Substitution; (7) Overhead; (8) Institutional Change; (9) Choosing Delivery Agents; (10) Coordinating Services for Youth; and (11) Keeping Future Options Open.

The material contained in the report is based on interviews with prime sponsor staff, LEA officials, program operators (on-site), enrollees (at the work sites), and Youth Council members (including Chairmen and Chairwomen and youth members). Prime sponsor documents were also examined, and the services being provided by some program operators were observed on-site.

The opinions expressed in the report are those of the author and do not necessarily reflect the opinions of the National Council on Employment Policy, The United States Department of Labor, Employment and Training Administration, or the five sample prime sponsors.

I.

AMENDMENTS TO REPORT NUMBER 1

Report Number 1 was circulated to the five sample prime sponsors for comment. The purpose was to make certain that the report did not contain inaccuracies, misstatement of facts, or misquotes. In addition, it was not possible to complete the field work for Sonoma County in time to include its planning experience in the first report. Pertinent comments regarding planning for YEDPA in Sonoma County are described below. They are preceeded by amendments to findings regarding planning in Marin and San Francisco Counties that were contained in the first report.

Marin County

Mr. Dennis Brown, Director of the Marin County Office of Employment and Training, took issue with two statements contained in Report Number 1: (1) reference to his interpretation of the term "CBO" as "peculiar; and (2) a statement to the effect that Marin "did not give any special consideration to CBOs." Since I believe Mr. Brown's comments are justified, pertinent sections of his March 20, 1978 letter to me are quoted below:

> While I find your report accurate in most respects, I believe that two points are in error. First, on Page 32 you refer to my interpretation of the term "CBO" as "peculiar." Please note that the definition of "CBO" is referred to twice in the YEDPA federal regulations. Section 97.602(c) indicates that " 'Neighborhood and community based organizations' shall mean neighborhood groups organized at the local level to operate employment

and training programs.... Such organizations can be public or private, non-profit organizations or associations..." Section 97.702 indicates that a " 'Community based organization (CBO)' shall mean an organization which is representative of a community or of particular segments of a community and which provides employment and training services." Neither of these definitions in any way states that CBO's are private, non-profit agencies. Therefore, I do not believe that it is fair to label my interpretation as peculiar.

In my view, the problem lies not in my peculiar interpretation of the definition of CBO's but rather in the imprecise manner in which these organizations are delineated in the regulations. If the Department of Labor wished to restrict the term CBO's to only include private, non-profit agencies, they should have done so.

Second, also on Page 32 you indicate that because of our peculiar interpretation of the term CBO, Marin "did not give any special consideration to CBO's -- unless, as Marin's Director contends, public agencies can be considered CBO's." This statement is untrue. For example, of the $88,571 in YCCIP funds, $62,627 (71%) were allocated to private, non-profit agencies. Also, representatives of private, non-profit agencies were appointed to our Youth Council. Finally, all youth oriented private, non-profit agencies were consulted in the development of the Youth Plan.

To imply that because of my interpretation of the term "CBO" that we did not give special consideration to private, non-profit youth-serving agencies is a logical as well as a factual error. I request that you either delete that passage in subsequent drafts of your report or re-examine Marin's youth planning process to confirm the accuracy of my statements.

I realize that my points of disagreement are minor. As I have stated previously, the report, at least in terms of Marin, is accurate in all other respects. I believe that with the requested corrections, the report will be completely accurate.

Mr. Brown's comments are completely justified. I request, therefore, that the deletions suggested be made in Report Number 1.

San Francisco

Ms. Eunice Elton, Director of the City and County of San Francisco Mayor's Office of Employment and Training points out that the table contained on Page 11, which summarizes San Francisco's pre-YEDPA youth services, does not include the 8,700 youth who participated in SPEDY Title I summer programs (in fiscal year 1977). Not all were in work experience, "for we have been experimenting with classroom training -- vocational and remedial, and to some extent also with OJT, in our summer programming."

Ms. Elton also points out that the report was in error regarding youth participation on the San Francisco Youth Council. The report stated that eleven of the Council's 40 members are youth recommended by CBOs. Ms. Elton writes: "Eleven of the

27 Youth Planning Committee members are youth from 11 areas recommended by the CBOs; six other youths were appointed by the Mayor, so that there were some 17 youths of the 27 persons." Other comments by Ms. Elton regarding youth participation are contained in Section IV.

Planning in Sonoma

Although planning in Sonoma County was not included in Report Number 1, the report was reviewed by the CETA Director, the agency's Director of Youth Programs, and CETA youth staff. All agreed that with only minor revisions, the report's general comments on the planning process were as applicable to Sonoma as they were to the four other prime sponsor areas. However, there were three aspects of planning in Sonoma County which are worthy of special comment.

LEA Agreement

Sonoma was the only prime sponsor (of the five sample primes) that was able to complete its LEA agreement on schedule. This was a particularly noteworthy accomplishment because there is very little history of school-CETA cooperation in Sonoma County and, as will be pointed out in other sections of this report, official school attitudes toward both out-of-school youth and CETA have always been somewhat hostile. CETA staff are hopeful that the CETA-LEA agreement will be instrumental in improving cooperation between CETA and the County's schools, and in effecting institutional change. Sonoma's success in dealing with the schools is due chiefly to the employment of a fully accredited educator who was responsible for school-CETA negotiations. Because of her knowledge of educator concerns and state and local laws pertaining to education in California and in the County, she was able to win the confidence of educators and assuage their fears regarding participation in CETA-type programs.

Knowledge Development

Likewise, Sonoma was the only one of the five sample primes to assign responsibilities for "knowledge development" to a single staff person, and to fund a project which is purely research in nature. Whether the assignment of a staff person to knowledge development activities will result in a more systematic approach to the research aspects of YEDPA is questionable (the position has other duties besides knowledge development and the staff person originally assigned to the position has since resigned), primarily because the concept of knowledge development is both vague and of secondary priority to Sonoma staff (as it is to the staffs of the four other prime sponsors as well).

Youth Participation

Three of Sonoma's seven Youth Council members are young men and women, and according to CETA staff, they have been "very active" in Council deliberations. Their attendance records have been excellent and, according to staff, they have been successful in "bringing the Council down to earth," and of de-romanticizing the concept of youth. "They know what's going on," one staff member stated, "and they represent the attitudes and aspirations of youth realistically." The experience of the four other sample prime sponsors has been the opposite -- youth participation has been very difficult to achieve, and has been considered of very little value.

II.

KNOWLEDGE DEVELOPMENT

One of the major problems prime sponsors have with the knowledge development mandate of YEDPA is the apparent assumption that "knowledge development" is new. For example, San Francisco's CETA Director writes: "One of the factor's influencing San Francisco's turn to centralized youth services is the fact that we had those services from about 1935 to about 1970, with a separate youth office of the public employment service. Both the employment people and the school people remember that, and want to reconstruct what was good about it." In other words, the knowledge obtained from previous programs influenced the initiation of a YEDPA YETP program. Thus, at the same time prime sponsors are applying knowledge obtained from past programs, they are urged to institute new knowledge development activities. The question arises as to whether prime sponsors should apply the lessons they have learned from past programs, or institute completely new programs -- programs which have never been tested before -- in order merely to "learn."

This, coupled with the implied research aspects of knowledge development, causes staff confusion. "Knowledge development," writes San Francisco's CETA Director, "isn't really all that new. From 1962-64 there was an experimental Youth Opportunities Center at Hunter's Point, bringing together some ten agencies in a concerted attack on the training and employment problems of youths in three census tracts; it was funded by DOL and the Ford

Foundation, and was a knowledge development pilot effort. We learned a lot from it (including the disadvantages of tying an action program to a research project, since the latter keeps getting in the way)." Oakland's Youth Director has conducted knowledge development pilot project for youth before being employed by CETA, and the Director of the Marin County program is an experienced research analyst. All of these experienced officials seriously question the advisability of using politically vulnerable CETA prime sponsors as research agents.

These factors may account for the less than enthusiastic reception of the knowledge development mandate by Bay Area prime sponsors. Answers to questions concerning knowledge development appear to be "after the fact considerations;" that is, programs are funded first, knowledge development activities are considered second. As was mentioned in Report Number 1, prime sponsor RFPs did not ask potential program operators to address themselves to "knowledge development, nor were knowledge development criteria used by staff and advisory councils in evaluating responses to RFPs. Thus, staff answers to questions concerning knowledge development appeared to be attempts to "tell the Feds what they want to hear." The more experienced administrators -- those who are well acquainted with the jargon of employment and training programs -- were the most successful at this, although one of the most experienced administrators used the knowledge development issue to state quite bluntly that CETA prime sponsors should be the users rather than the developers of knowledge regarding youth employment problems and their solutions.

It should not be implied that because of the foregoing comments no new knowledge will emerge as the result of YETP and YCCIP program operations. There can be no doubt that prime sponsors are aware of the knowledge development aspects of YEDPA, and will do their best to document program successes and failures. These efforts, however, will not be substantially different from the usual monitoring of programs that is routinely performed by CETA staff. The YEDPA knowledge development mandate may result in more intense monitoring of YETP and YCCIP programs, and the various issues described below may be explored, but on the whole, the process will be similar to that used in evaluating all CETA programs.

Knowledge Development Activities

The following list incorporates the comments of all five prime sponsors on potential knowledge development activities. It should be kept in mind that the vast majority of the activities listed were identified by the two largest prime sponsors, whose staffs are the most experienced in the administration of employment and training programs.

--Nature of the unemployed youth labor force, including the ages and specific problems of youth who apply at CETA offices, and/or are recruited by program operators

--The extent to which change occurs in the schools, and the extent to which any such change can be attributed to LEA-CETA cooperation

--Before and after testing to determine the effectiveness of remedial education

--The relative effectiveness of classroom and OJT training to youths of various ages and characteristics

--Demonstrate whether or not youth who complete enriched OJT and work experience programs receive higher wages than they have ever received before, or (if possible) in comparison to a control group

--Determine what types of services are the most cost effective

--Determine to the extent possible the pre- and post-program employability of youthful clients

--Determine the extent to which contractors can be induced to hire 16 and 17-year old youth, with or without CETA subsidies

--Determine the extent to which youth can be employed in serving the needs of the elderly

--Evaluate the effectiveness of the "outdoor classroom"

--Evaluate the effectiveness of vocational exploration as a component for in-school youth

One prime sponsor emphasized that a comprehensive knowledge development program could only be accomplished if the agency were authorized to hire a researcher at approximately $30,000 a year. The problem would be coordinating central office and program operator data in a thoroughly professional manner, and in identifying control groups. An additional prime sponsor is considering the employment of an outside contractor to analyze data on YETP and YCCIP programs. For the most part, however, if the above activities are carried out, they will be accomplished by means of the usual monitoring activities.

Disadvantaged/Non-Disadvantaged Option

Only two of the five Bay Area prime sponsors opted to apply for a program under the 10 percent optional YETP set aside for mixed disadvantaged/non-disadvantaged groups. Santa Clara, which prepared its proposal before DOL guidelines were issued, withdrew its entry after the guidelines were received. Marin County's proposal has not as yet received Regional Office approval. San Francisco and Sonoma staff indicated that it would have been impossible to obtain Youth Council and Advisory Council approvals for such a project. According to staff, the Councils were not about to fund projects which enrolled the non-disadvantaged, and were skeptical of the assumption underlying the 10 percent optional set aside, that is, that disadvantaged youth would benefit more from programs in which the non-disadvantaged were enrolled.

Although Oakland did not apply directly for a program under the optional 10 percent set aside, it increased the school's percentage of YETP funds from 22 to 32 percent with the proviso that such a program be conducted. According to CETA staff, the LEA requested the extra funds, but according to the LEA coordinator, it was the City of Oakland that wanted to experiment with mixed income groups. At any rate, the program involves work experience for in-school students; the work experience positions are with the City of Oakland. Prime sponsor staff indicated that the 10 percent option was too small to be of any value, either to enrollees or with respect to knowledge development activities.

Pure Research Programs

One of the programs funded in Sonoma County under YETP can be considered of a "pure research nature." Entitled the

Job Conversion Program, its purpose is to eliminate the isolation of youth from the mainstream of the country's economy, i.e., the private sector, by testing the feasibility of converting present overtime work hours into new entry level jobs for youth. The program will first analyze five local businesses to determine the portion of work consumed by overtime hours, and the cost to these businesses of converting these hours into entry level jobs. The program will then offer to cover the cost of conversion in exchange for committments to hire youths in the new positions. Project staff will also work with persons whose overtime income is displaced, and attempt to enroll these individuals as trainers of the incoming youth.

The project hinges on the acceptance by key local business and financial leaders of the concept that it is in the best interest of the community and business in general to re-enfranchise youth, i.e., eliminate their isolation from participation in the adult culture. Also crucial to the project will be acceptance by parents that it is in their interest to reduce the portion of family income contributed by parents, while increasing the portion contributed by adolescents; or, in other words, that they must actively make room for youth in the economy. Both of these elements will be dealt with during the first phase of the program. In the event either goal is not significantly achieved, the program operator will return the balance of the grant funds to CETA. A total of $19,000 is allocated for the project, and it is expected to serve 20 in-school and 30 out-of-school youth.

III.

CONTENT AND QUALITY OF WORK EXPERIENCE

Although the content and quality of the work experience funded under YETP and YCCIP varies from prime sponsor to prime sponsor, it can be stated without reservation that the work experience available from all five prime sponsors under YEDPA is well above average. All five prime sponsors have established comprehensive criteria for the conduct of work experience programs, and program operators appear to be meeting these criteria. The criteria involve supervision, related training, the content of work experience jobs, and in some cases, linkages to educational curricula, including academic credit. These observations are based not only on responses to questions regarding work experience by prime sponsors, but also on visits to 11 work experience sites, observation of the work being performed, and interviews with both supervisors and enrollees.

To date, a total of six YCCIP projects and five YETP work experience projects have been observed on-site (other non-work experience YETP programs have also been observed). The project descriptions contained below provide some idea of the quality of work experience being funded under YEDPA.

YCCIP

San Antonio Health Clinic (Oakland)

Twelve in-school and out-of-school youth are employed in remodeling a 5,000 square foot building to be used as a new clinic. The project, which started in January, employs three on-site supervisors, or a ratio of one supervisor to four enrollees. It is expected that work on the building will be completed in September, at which time the enrollees will be assigned to similar jobs throughout the community, or on an "outreach project." Enrollees are paid $2.75 per hour to start, but wages increase to a maximum of $3.75 per hour during the course of the project. The jobs performed by the youth (six boys and six girls) include carpentry, painting, removing of walls, construction of partition walls, replacement of windows, and assistance to plumbers and electricians.

Five of the participants have completed high school and one is in a GED program. Five are enrolled in continuation school, and one is not enrolled in school at the present time. All of the enrollees, including those with high school diplomas, lack basic education skills. For example, most cannot use a tape measure because they lack knowledge of fractions.

The enrollees work in the afternoon. The high school graduates attend classes at the community college in the mornings, as do those who are enrolled in continuation school. Participants do not receive academic credit for their work experience.

Four of the participants have expressed an interest in continuing in carpentry. The next step for these enrollees would be enrollment in the community college's carpentry course, which is considered excellent. Absenteeism is the biggest problem. There has been one negative termination for excess absenteeism. Only four youth show up 100 percent of the time. The remainder have a 40 percent absentee rate. On a regular job, such youth would be fired. However, project staff work with these participants in an attempt to improve their attendance rates.

WORC (Windsor, Sonoma YMCA)

This project for 14 high school dropouts, ages 18-19, takes place in an unincorporated village of Sonoma County. The goal of the project is to provide 50 percent of the youth with unsubsidized jobs by the end of September, 1978. The project's target groups are minorities, youth from low-income families, and youth in trouble with the law. The acronym "WORC" stands for the Windsor Environmental Restoration Corps, and the work performed by participants includes weeding, refurbishing a school sports field, elimination of fire hazards, and cleaning ditches. All are manual labor type jobs. Two supervisors, or a ratio of seven participants to one supervisor, are employed. Participants work seven hours a day for four days a week. On Mondays, they attend classes for four hours at Santa Rosa Junior College. Class instruction is in agriculture and maintenance related work. Enrollees receive three units of work experience and five units of academic credit from Santa Rosa Junior College. Their wages are $2.65 per hour.

Problem: Sixty percent of the original enrollees have already been placed in unsubsidized employment. As a result, additional youth have been referred into the program. However, in order to receive credit from the Junior College, enrollees must be registered. Only those who started the program had the opportunity to register (since school registration occurs only in September and February). Thus, recently referred enrollees lose out on academic credit. Nevertheless, they do attend classes (participants are not paid unless they attend classes).

Kairos Community Center (Sonoma)

This is a project for eleven youth enrolled in the county's Regional Opportunity Program (ROP), which is administered by the Sonoma County LEA. The project sponsor, Kairos Community Center, is a community based organization. The project actually constitutes a seven month course in occupations which are in high demand in Sonoma County: Landscaping, Gardening and Horticulture. Enrollees attend classes at the ROP between 8:00 and 10:00 in the mornings, and work up to 32 hours a week in the afternoons. Two supervisors are assigned to the eleven participants. Enrollees are paid $2.65 an hour -- even while in class. Work sites are provided by the cities of Cotati and Rohnert Park, and among the jobs performed by participants are the care of community gardens, tree pruning, the installation of sprinkler systems, landscaping, setting flower beds, and maintenance. After seven months, participants will have obtained sufficient skills to work with a landscape gardner and will receive certificates of completion. Participants also receive academic credit for the work they perform.

All of the enrollees interviewed stated that they intended to continue with landscaping as a career, even though most had not considered such a career prior to being enrolled in the program. All also indicated that they could obtain part-time jobs that paid more than the YCCIP jobs, but that they wanted the training. The Kairos enrollees were the most vocal of any group interviewed. Obviously, they were very proud of the program and their accomplishments. Both young men and women were enrolled, and the two-person supervisory team was also male-female.

South County Alternatives (Santa Clara)

This is a program for 18 youths who reside in a rural poverty area of Santa Clara County. Six of the enrollees are assigned to the city of Gilroy Parks and Recreation Department as landscape and construction trainees; eight work as mural artist trainees under the supervision of the Tortuga Patrol, a professional mural artists group; and four "ecology workers" are assigned to various conservation, rennovation, and clean-up tasks under the supervision of a community worker, The latter assignments include painting, repair, and rennovation work at the Luchese Migrant Housing Center, participating with the Community Services Cooperative in organizing community recycling efforts, tree planting for the Parks and Recreation Department and other such projects. Participants are paid $3.00 an hour which is a good wage in Gilroy. The ratio of supervisors to participants ranges between 1-4 and 1-6. The most popular components are the landscape and construction and mural artist groups; the ecology worker component has had severe difficulties in retaining enrollees -- perhaps because the actual jobs do not measure up to the title "ecology worker."

Four of the enrollees are regular students; three are attending continuation school; and nine are dropouts. Youth enrolled in school receive 10 credits per semester for the work they perform. No academic credit is provided to dropouts, primarily because the schools refused to provide academic credit for out-of school youth. Dropouts are urged to return to school, but the schools do not appear anxious to reenroll them, and there is a waiting list for the continuation school. Dropouts are also advised that they can receive academic credit if they enroll in adult night school. Three of the participants have accepted this advise.

Participants work at the same jobs as regular city workers, but many of these workers are participants enrolled in other CETA programs. The City of Gilroy employs more CETA workers than regular workers. City officials have been criticized for this and, as a result, were reluctant to participant in YEDPA programs.

Youth Chance (YMCA, San Francisco)

The target group for the Youth Chance program is 16-19 year-olds who are out of school and unemployed. The largest of the YCCIP programs funded in the Bay Area, an anticipated 120 enrollees will participate in the project, and nine supervisors will be employed. The program consists of two phases: (1) During the first two weeks, participants are trained in residential setting; (2) participants are placed on part-time jobs (20 hours a week). To participate in the program applicants must agree to reenroll in school.

During Phase 1, enrollees are exposed to painting, carpentry and landscaping. The painting and carpentry instruction is given by union journeymen. Instruction is also given in "work attitudes." While in residence, participants receive wages, meals and housing in addition to training. Enrollees are fed into the program at the rate of 25 every three weeks. Wages begin at $2.65 an hour. Every three months, participant performance is evaluated. If progress is judged satisfactory, the wage rate increases at the rate of 10 cents an hour up to a maximum of $2.95.

The program is supported by two local philanthropic organizations -- the Zellerback and San Francisco foundations. They will give $20,000 to the Apprenticeship Opportunities Foundation (AOP) to develop apprenticeship opportunities for some of the enrollees. The program is also supported by the local unions. Twenty-four of the participants will be selected by the Carpenter's and Painter's Unions to work exclusively in those trades. The San Francisco Central Labor Council supported the project, opened up contacts with the AOP, and identified journeymen who would serve as instructors and supervisors. The Council, with the aid of pertinent unions, also review and approve the job sites.

School/Community Activity Center (Santa Clara)

This is an alternative school program for 16 high school students. The project includes the following tasks to be completed by August 20, 1978: (1) installation of a timed sprinkler system; (2) landscaping of the front, west and north sides of the school building; (3) construction of basketball and volley ball courts and a horseshoe pit; (4) construction of a permanent storage shed; (5) expansion of an auto shop's outdoor instructional area; (6) construction of an amphitheatre that will seat 80-100 spectators; (7) construction of a gazebo; and (8) construction of an agricultural science area. On Mondays through Thursdays, enrollees attend classes between 8:30 and 11:30 in the morning, and work between 1:00 and 3:15 in the afternoon. On Fridays, they work all day. The starting wage rate is $2.65 per hour, but at the time of the site-visit, most were earning over $3.00 per hour. Participants receive 10 academic credits per semester for the work they are performing.

Only one supervisor is assigned to the 16 enrollees, but it seems to be more than adequate. The students are enthusiastic about the program; there have been no dropouts, and the atmosphere on the job -- although businesslike -- is one of enjoyment. The work is hard, but the students seem to be taking a great deal of pride in their very visable accomplishments. The skills they are learning will be of value to them throughout all of their lives -- either on the job or in the home.

YETP

Among the YETP programs is a full fledged apprenticeship program for 15 San Francisco youth, a work experience program for severely disadvantaged youth (average reading level: 4th grade) in Oakland, a crafts skill training program (including the building of looms) in Sonoma, a classroom training/work experience program for high school dropouts in Sonoma, and a GED/work experience program for high school dropouts in Santa Clara. As might be expected, the performance records of these programs vary from site to site (primarily because of the differences in the enrollees served), but all appear to be well supervised, and in all but one case (the Oakland program), students either receive academic credit for the work they perform or receive GED training.

The San Francisco Painter's Union Apprenticeship program was suggested by the Business Representative of the San Francisco local. He and his coordinator approached the San Francisco CETA Director six months prior to the onset of YEDPA. Working with the Joint Apprenticeship Committee, a YETP proposal was prepared and eventually approved. The target group for the program is the disadvantaged. Participants are recruited from two of San Francisco's poverty areas -- the Mission District (primarily Latino) and Hunters Point (primarily black). Participants start at the regular apprenticeship wage of $6.09 per hour. CETA funds 50 percent of this wage; employers pay the remainder. Enrollees attend regular apprenticeship classes at John O'Connell High School and receive academic credit for their classroom work.

The Business Representative stressed that this was a full-fledged apprenticeship program -- not "window dressing" such as "pre-apprenticeship," or other pseudo union-government programs. After the CETA subsidy is removed, participants will continue as apprentices, and at the end of three years, will be earning the full journeyman wage of $10.95 per hour.

Summary

Bay Area work experience programs funded under YEDPA are well above average and some are outstanding. Prime sponsor insistence on low supervisor/enrollee ratios, training on-the-job, and wherever possible, the coupling of classroom training with work experience (and the provision of academic credit for work performed) -- has paid off.

IV.

YOUTH PARTICIPATION

Youth participation continues to be a problem (although not a problem CETA staff lose any sleep over) in the Bay Area. With the exception of Sonoma, where youth were recruited for participation on the Youth Council directly by CETA, youth participation has not been a success. The San Francisco CETA Director reports that between October 1977 and February 1978, it was impossible to obtain a quorum of members of the Youth Advisory Committee -- primarily because of absenteeism by youth members. Seventeen of the 23 members of the San Francisco Council are youth, representing various areas of the city. Of these, only about four attend meetings regularly.

At the time of the Round 2 site visits in Oakland, there were no youth members on the Council. In Oakland, youth members must be CETA participants. The previous members had terminated from various CETA programs, and new members were being recruited. The Youth Council Chairwoman would like to see a change in this rule. The constant changing of youth members vitiates the effectiveness of youth participation. She would like to see CETA eligible youth -- but non-participants -- appointed to the Council. The same problems apply to Santa Clara County.

In Marin, it appears that educators dominate Council proceedings. Marin's Director believes that youth participation on councils results in only token involvement at best. He believes that if individuals who are part of a problem (i.e., youths) are going to be used to help solve the problem, the councils should be made up entirely of youths. There may be something to this suggestion. Santa Clara staff mentioned that more fruitful youth participation had been obtained through the Santa Clara Youth Commission, which is made up entirely of youth.

Sonoma has been more successful than the other four prime sponsors in achieving active youth participation on the Youth Council. One possible reason is that the youth were recruited directly by the CETA youth staff. The attempt was made to select young people who are truly interested in committee-type activities. The youth were given a thorough briefing by CETA staff, and were provided with pertinent materials.

On the whole, however, youth participation appears to be a token affair. It is not a high priority item with most CETAs, nor does it appear that it should be. Other responsibilities, such as the content and quality of programs, as well as their monitoring, take precedence over youth participation. Yet, if youth are to contribute substantially to YEDPA, it would be necessary to articulate the goals of youth participation more precisely, select more carefully youth participants, and provide in-depth training for the young men and women selected -- before they assume their Council duties. Most prime sponsor staffs have neither the time nor the inclination to exert such efforts, primarily because the potential return is completely unpredictable.

V.

TARGETING

Visits to a total of 17 YETP and YCCIP projects, and interviews with five LEA coordinators, revealed beyond a shadow of a doubt that YEDPA programs are targeted for the most disadvantaged youth in the five prime sponsor areas. The degree of disadvantageness varies from area to area, with the most disadvantaged being served in San Francisco and Oakland, and the least disadvantaged in Marin County. Nevertheless, even in Marin County and parts of Santa Clara County, which have fewer disadvantaged youths than the other three sample areas, the attempt is made -- and made successfully -- to identify and recruit the most disadvantaged youths. All five prime sponsors require income and other pertinent information on application forms, and attempt to verify the information supplied by applicants. All five give priority to youth meeting the 70 percent BLS lower living standard criterion, although Marin County and parts of Santa Clara are hard pressed to fill all slots with enrollees who meet this and other higher criteria.

Verification procedures include checks with parents, school records, and records on file with other agencies (including the Employment Development Department and Welfare agencies). In three prime sponsor areas, verification of application forms is performed by the Employment Development Department (Employment Service).

The largest overall sub-group to which programs are directed are out of school dropouts and in-school students, including those enrolled in continuation schools, who are having academic and other difficulties. In Santa Clara, San Francisco, Oakland and Sonoma, programs have been targeted for severely educationally retarded youths, the handicapped, and youths who are, or have been, in trouble with the law.

It is difficult to say whether CBOs are more effective than other organizations in targeting services for economically disadvantaged youths. The question arises: "What other organizations -

the schools, the Employment Service?" The fact is that CBOs and the schools are the two major deliverers of services under YEDPA, and that both are serving severely disadvantaged youth. CBO services are targeted more toward out-of-school youths (although some deal with in-school youths), and there does not appear to be much doubt that they are the more effective intermediary with this group.

Both large, national CBOs (such as the YMCA) and small, local neighborhood organizations have been funded as program operators under both YETP and YCCIP. The smaller organizations experience more administrative difficulties and complain more often about CETA red tape. In addition, the 10 percent YCCIP ceiling on administrative costs causes hardship to both the smaller and larger organizations. For example, the Project Director of Oakland's San Antonio Project (described in Section III), said that the organization would never again apply for YCCIP funds because of the lack of administrative support. One Project Director in Sonoma said that his organization applied for YETP funds (rather than YCCIP funds) because the 10 percent ceiling did not apply to YETP.

On the basis of the evidence collected in the field, it is safe to say that approximately 90 percent of the enrollees in non-school YETP and YCCIP are disadvantaged youths who meet the 70 percent BLS lower living standard criterion. According to interviews with LEA officials, most of the students enrolled in school YETP programs are equally disadvantaged, particularly in San Francisco, Oakland and most parts of Santa Clara County.

Marin County, a bastion of the middle class with the third highest median family income in the nation, has a good deal more difficulty in identifying youths who meet the definition of "economically disadvantaged." Although Sonoma County has a much higher percentage of disadvantaged youth than Marin, the total numbers are a good deal smaller than those of San Francisco, Oakland and Santa Clara. The County also has smaller percentages of minorities than the three largest counties.

Overall, however, YETP and YCCIP are targeted for the disadvantaged.

VI.

SUBSTITUTION

The issue of substitution will be dealt with in detail in Report Number 3. What follows is a general summary based on a superficial perusal of available statistics on the incidence of substitution in the five prime sponsor areas, and an issue raised by the LEA coordinator in San Francisco.

Possibility of Substitution

Flagrant substitution could not have taken place in either Sonoma or Marin Counties because neither prime sponsor funded programs especially for youth (excepting summer work programs) prior to YEDPA. A form of subtle substitution that might have taken place is that the percentage of youths enrolled in regular CETA programs could have been reduced to the extent that the same number of youth served prior to YEDPA in regular programs would now be served by means of YETP and YCCIP. There is no evidence that this has taken place in either Marin or Sonoma, nor is there any evidence that such an idea ever occurred to prime sponsor staff. New youth programs have been created in both prime sponsor areas, and the evidence seems to indicate that they are having a positive effect on the availability of transitional services for young men and women.

Of the five sample prime sponsors, the largest pre-YEDPA programs for youth existed in San Francisco and Oakland. YEDPA has caused no reductions in these programs, and according to staff no reductions are contemplated in the future. Both dollars and enrollments have remained constant. Because of the size of pre-YEDPA youth programs in San Francisco and Oakland, YEDPA's impact on both youth unemployment and the availability of transitional services for youth is a good deal less than it is in Sonoma, Marin and Santa Clara.

Prior to YEDPA, Santa Clara had no youth division and only three Title I programs especially for youth. Since YEDPA, a Youth Division has been created, and Title I youth programs have not been reduced, either in dollars or enrollments. YEDPA appears to be having a positive impact in Santa Clara and may lead to increased, rather than decreased, programming for youth.

In only one area -- Marin County -- were Title I enrollments increased -- above previous levels -- with the intention of transferring the excess to YETP when YEDP funds became available.

Statistics regarding the conclusions stated above will be contained in November's report.

CETA and Out-Of-School Youth Under 18

California law requires that all youth under 18 be considered "students" regardless whether or not they are attending schools, and that the schools must provide classroom training for all "students" under 18 years of age. State law also provides that federal funds may not be used for services which are available through state and local tax funds. San Francisco's LEA coordinator pointed out that CETA, which has funded several Title I and YETP classroom training projects -- outside the schools, may be guilty of violating state law. She also brought up the question of "minimum competency." State law requires that all school districts eventually establish minimum competency criteria in reading, writing, arithmetic and oral communication. She warned that basic education and GED training under CETA should be tied into minimum criteria; if this does not occur, CETA enrollees may end up being short-changed. The only way that this could be accomplished would be by requiring LEA approval of curricula used by non-school deliverers of basic education and GED instruction.

These questions were raised only in San Francisco, although the question of the 18 year-old mandatory school attendance law was also raised in Oakland. "Technically," the Oakland Youth Director said, "there are no school dropouts in California under the age of 18." Certainly CETA prime sponsors should be aware of state laws regarding education, and a case could be made that CETA funds (in San Francisco, at least) are being used to supplant state and local tax funds that are theoretically available for classroom training. However, whether classroom training is actually available to all youth under 18 who are not attending school is another question. San Francisco's LEA coordinator suggested that CETA should at least request that classroom training be made available (by the schools -- at no cost to CETA) for CETA enrollees under the age of 18 who are not in school. If the schools refused, it would be they who would be in violation of state law -- not CETA. According to comments received from LEA officials, CETA staff and program operators in Sonoma, Alameda (Oakland) and Santa Clara Counties, many school districts would refuse to provide additional training to youth under 18 who are not in school, and in some cases, actually discourage the re-enrollment of under 18 dropouts (the latter charge was made by a program operator in Gilroy, Santa Clara). It should be emphasized that no such charges were made with respect to San Francisco. Although the San Francisco Unified School District is by no means "rich," it appeared that San Francisco's Superintendent would welcome CETA requests for additional instruction for under 18 dropouts, if for no other reason than these requests could be used as a leverage in obtaining additional funds from the state.

These issues raised by the San Francisco LEA coordinator, i.e., the use of CETA funds to provide services which are theoretically available from state and local funds, and the question of minimum competency criteria -- could have national implications. Perhaps, this is an area which requires consultation between the Employment and Training Administration and the Office of Education.

VII.

OVERHEAD

Prime sponsors are very much aware of keeping overhead costs low. Although items are contained in every project budget for the purchase of materials and supplies, the allocations for these items do not appear to be exhorbitant, and it is apparent that a good deal of free administrative and supervisory services are being received from project operators, including both the schools and CBOs. The Employment Service is actively involved in CETA programs, including YEDPA programs, in Marin, San Francisco and Santa Clara. All in all, high overhead costs do not appear to be a serious problem, although as has been noted before, several YCCIP operators complained about the 10 percent ceiling on administrative costs.

VIII.

INSTITUTIONAL CHANGE

One of the goals of YEDPA is to achieve changes in roles and relationships between the schools, private sector employers and unions that would not otherwise occur. The assumptions underlying this goal are that these institutions have been less than successful in contributing school-to-work transitional services for youth -- especially disadvantaged youth, and that relationships between CETA prime sponsors and the three institutions have been not at all that they should be. The questions to be answered, therefore, are whether these assumptions are correct (when applied to specific prime sponsor areas), and, if they are correct, whether change is occurring. The question is paramount with respect to the schools, primarily because YEDPA funds are being channeled into the schools. These issues are discussed in three subsections: LEA Agreements, Unions, and Employers.

LEA Agreements

All five prime sponsors have successfully negotiated agreements with LEAs. According to both CETA and school administrators, differences in agency planning cycles have not been a major problem. Academic credit is being arranged for participants in YETP activities covered under LEA agreements, and for YCCIP activities in which the schools are involved. Because of California's mandatory 18 year-old school attendance law, it cannot be said that out-of-school youth under the age of 18 are being served through YETP-school activities -- unless continuation school students can be considered "out-of-school" youth.

Because of the state law pertaining to classroom instruction (described in Section VI), i.e., that federal funds cannot be used to supplant state and local tax funds available (theoretically) for school services, no CETA funds are being used to provide school-YETP classroom training. Thus, all CETA funds being channeled into the schools through LEA agreements are being used to provide stipends or wages for in-school (or continuation school) enrollees. These funds must be used to provide some kind of work-education experience for disadvantaged enrollees. Thus, it can be said that work experience opportunities for economically disadvantaged students are being increased. The answer to the more important question, however, as to whether these expanded activities will be continued if (and/or when) CETA funds are withdrawn is for the most part negative.

Because of California law, the flexibility that may be permitted to CETAs in other states is not available to California CETAs. CETA funds, which are federal, cannot be used to provide expanded classroom services. Nevertheless, CETAs can make demands in exchange for increased funds for work experience programs. The extent to which this has occurred, and the quality of school-YETP programs will be a subject of Report Number 3.

Experience in negotiating LEA agreements in three of the sample prime sponsor areas is worthy of note.

San Francisco

Although the San Francisco CETA has enjoyed an excellent working relationship with the Unified School District and there is a good deal of mutual respect between the administrators of both agencies, the LEA fought the final agreement and agreed to sign it only because they "didn't want to rock the boat." The disagreement centered on CETA's insistence that some of the funds be channeled into the community college district and the Catholic Youth Organization (CYO). LEA officials also charged that the agreement was approved by the Manpower Advisory Council without any school official in attendance. School officials insist that it is not proper (or perhaps even legal) for the Unified School District to be used as a channel for community college district funds, and that the CYO is not an accredited educational institution. The LEA would not have objected if the Archdiocese of San Francisco had been designated as a recipient of 22 percent funds, because the Archdiocese is accredited by the state and the LEA is accustomed to working with the Archdiocese (over $1 million in state and local funds are provided to Archdiocesan schools each year). School officials claimed that the CYO was named as a recipient of 22 percent funds only because the CYO lost its Title I grant. If this were true, it would be a case of substitution. However, the San Francisco CETA Director claimed that the only reason the CYO lost its Title I grant was that it failed to submit its proposal on time. Since it was a good program and the CETA did not want to terminate its enrollees, it was included as part of the LEA agreement.

One of the questions regarding LEA agreements raised by the Employment and Training Administration is whether new linkages to post-secondary institutions is being achieved. Such linkages are being achieved in San Francisco -- but over the vociferous (and perhaps justified) objections of school administrators. San Francisco's agreement also achieves linkages with parochial schools, but again over the objections (in this case, entirely justified) of the LEA.

Marin County

Marin County's LEA agreement provides the schools with 40 percent of its YEDPA funds. The reason for the large allocation is that both Marin CETA and LEA staff believe that in-school students have been shortchanged in the allocation of employment and training funds. In Marin, the prevention of school dropouts is a high priority item.

Sonoma County

There are four school districts in Sonoma County. Sonoma's agreement is with the County LEA, which in turn allocates funds to the other three school districts. Sonoma CETA staff believe that the LEA agreement will result in institutional change. Historically school districts in Sonoma have been hostile to CETA, and have had a poor record in serving potential dropouts, dropouts and problem youth. The LEA agreement is bringing the two agencies closer together, and special programs for the disadvantaged are being initiated.

Summary

Is institutional change occurring? The evidence seems to indicate that it is in Sonoma County. It appears that institutional change was not necessary in Marin and San Francisco, where excellent relationships existed between CETA and the schools, and where the schools appear to be committed to serving all youth -- disadvantaged and non-disadvantaged. The Oakland CETA has also maintained excellent relationships with the schools in the past, and the LEA agreement appears to be an additional supportive factor. Four LEA agreements were signed in Santa Clara, and the schools are involved in both non-22 percent YETP programs and YCCIP. The major question appears to be: "Will all of this progress cease if and when CETA funds are withdrawn?" This question -- in addition to the specific programs funded under LEA agreements -- will be explored in detail in Report Number 3 (November).

Employers

Employer involvement in YEDPA programs is at best passive and at worst non-existent. Some Sonoma YETP enrollees are being referred into the Vocational Exploration in the Private Sector (VEPS) program, and until recently, a representative of Heulett Packard, one of Sonoma's largest employers, served as Chairman of the CETA Youth Advisory Committee. He resigned as Chairman because he did not believe that CETA jobs were improving the employability of youth. As a business representative, "or one who hires," he said that he thought he had something to offer as a member of the Youth Advisory Committee. But, in his letter of resignation, he claimed that because of the nature of CETA programs, his expertise was not required. At his urging, the Youth Advisory Committee sent a "letter of protest" to the President, the Secretary of Labor and other federal and state officials. The responses to the letter caused his resignation:

> "When I joined the Committee, I was dedicated to giving what knowledge and energy I had to my personal goal of improving the employability of Sonoma County youth. I felt that my expertise, as one who hires people, would be an asset to the Committee. I feel this has not been the case.
>
> "The Federal and State representatives who have responded to our letter of protest have made it clear that the purpose of youth programs is providing economic relief and assuring the constructive use of youth's time. I feel there is little I can contribute in the way of knowledge or judgement in this area."

The former Chairman said that neither skill training nor work experience were major factors in improving the employability of youth (although they could help). What he believes is more important is knowledge of the types of job opportunities available in the area, how to search for work, how to behave at interviews (or how to sell one's self), how to fill out application forms and complete resumes, and other such subjects. He claimed that employers seldom hired entry-level workers on the basis of skills obtained or experience. What most youth need, he claimed, was knowledge of the employment process and how to adapt one's self to various employment opportunities.

At the present time, at least, it does not appear that YEDPA is having significant impact on the employer establishment.

Unions

With respect to union involvement in YEDPA programs, the outlook is somewhat better. Unions have played an active role in San Francisco's YETP and YCCIP programs, and have been involved to a lesser extent in Oakland. San Francisco's largest YCCIP program, Youth Chance (described in Section III) is supported actively by unions and union organizations, and its YETP Painter's Apprenticeship program may turn out to be a model of its kind.

Santa Clara experienced some problems with union approval of its YCCIP programs, but the end result may be increased union participation. The Prime sponsor's approved YCCIP proposals were sent to the appropriate unions for review, with the provisio that if at the end of 45 days no word was heard from the unions, the programs would be put into operation. At the end of the 45 day period, the unions had not responded, so the project operators were given the okay to begin. After the projects had been in operation for a month, union representatives demanded a meeting with CETA staff. They took the position that the projects had not been approved by the unions and that, therefore, the projects should not have been initiated. Their major complaint seemed to be that one of the project supervisors was not a union member. However, it was discovered that the supervisor in question had been a union member and was eligible for reinstatement. The unions withdrew their objections when the supervisor once again became a fully active union member. The upshot of the meeting was that the unions would submit their own proposal for a YCCIP program in fiscal 1979.

It appears, therefore, that YEDPA may be having a slight impact on CETA-union relationships. It should be noted, however, that both in the case of the schools and unions, participation in YEDPA programs is based primarily on a transfer of money from CETA to the two institutions. No such incentive exists for employers.

IX.

CHOOSING DELIVERY AGENTS

CBOs, along with the schools, are the major participants in YEDPA programs in all five prime sponsor areas. However, in San Francisco, Oakland and Marin, the extent of CBO participation is no greater under YEDPA than it has been under other CETA activities. In Sonoma and Marin, on the other hand, the advent of YEDPA may have caused a slight increase in CBO CETA participation.

Although some of the smaller CBOs, which are becoming involved in employment and training programs for the first time, have administrative difficulties (record keeping, reporting, budgeting, etc.), on the whole CBOs appear well able to handle activities under YETP and YCCIP.

In all five prime sponsor areas, CBOs appear to be an integral part of the entire employment and training program system. This is especially true in San Francisco, Oakland and Santa Clara where CBOs have historically been active in the "manpower" field. Although some, but not all, CBOs perform their own outreach, recruitment, testing and placement, clients must be certified by central CETA, either through its own processes or through the Employment Service. It is obvious that some of the ethnic CBOs reach potential clients different from those who apply at the Employment Service, or to CETA directly.

Since CBOs appear to be the only program operators (other than the schools) in the five sample areas, the question as to whether CBO clients "are the same as those of other delivery agents" is irrelevant. Since school programs were not reviewed during Round 2, it is impossible to say whether CBO clients are more or less disadvantaged than school clients. It is certain, however, that the CBOs are serving disadvantaged clients, and in some cases, severely disadvantaged clients (See Section III).

X.

COORDINATING SERVICES FOR YOUTH

Virtually all prime sponsors believed that the compilation of youth service inventories was a meaningless activity. Such inventories existed prior to YEDPA and were used both by prime sponsors and program operators. In fact, one Youth Director stated that the available inventories were superior to anything CETA could put together in a short period of time. Virtually all prime sponsors claimed that they have always attempted to coordinate CETA services with other available community services. In Oakland, the mechanism for achieving such coordination of youth programs had existed for two years prior to YEDPA. San Franicsco was the first city in the nation to experiment with a Youth Opportunities Center back in the 1960s. Nevertheless, the advent of YEDPA resulted in the establishment of CETA Youth Divisions in Marin, Sonoma and Santa Clara. Thus, it can be assumed that in these areas there will be more attention given to the coordination of youth activities in the future.

Formal agreements with the Employment Service have been negotiated in San Francisco, Marin and Santa Clara, and agreements with the schools have existed -- prior to YEDPA -- in all areas with the exception of Sonoma. There is little evidence of agreements, formal or informal, with other public agencies (vocational rehabilitation, welfare, etc.). CBOs have been active in CETA programs in all five areas.

As was noted in Report Number 1, Oakland has had a central intake system for youth for well over two years, and San Francisco created such a system under YETP. Although the remaining three prime sponsors do not have a central youth intake center, they do have centralized intake mechanisms for all CETA clients.

The coordination of summer youth programs with YETP and YCCIP activities is a bit of a headache for some prime sponsors. The problem is that summer youth jobs pay more than YETP and YCCIP jobs. The result is that YEDPA enrollees want to switch over to the summer job program. Since the purposes of the two programs are different, this presents problems to prime sponsor staff. Should different youth be involved in summer programs, e.g., those who are more in need of income than employability training? If the answer to this question is "yes," staff will have difficulties in explaining the differences in wages paid by the two programs.

In Marin County, which has difficulties in recruiting eligible youth for participation in summer programs, all school YETP enrollees will be transferred into the summer program in June. Presumably, they will be reenrolled in YETP in September. This may occur in other areas with respect to in-school YETP enrollees. The wage differential problem pertains mainly to out-of-school YETP and YCCIP enrollees. It is they who will suffer wage losses if they are not allowed to enroll in the better paying summer youth programs.

XI.

KEEPING FUTURE OPTIONS OPEN

It would be a mistake to conclude that prime sponsors have made major structural changes in response to YEDPA. Youth Divisions have either been created or expanded, but mainly with personnel who were employed by the CETAs in other capacities. All respondents believe that these changes, though minor, have had a beneficial effect on CETA youth activities. However, the question as to whether expanded youth activities would continue if YEDPA funds were withdrawn is unanswerable. The primes would be faced with an administrative decision (one with political overtones): Should other activities be curtailed in favor of youth activities, or should youth activities be phased out? This is a question which not one prime sponsor respondent was willing to answer.

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